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PROGRAMME QUESTIONS: EVALUATION

In-depth evaluation of the programme on international protection of and assistance to refugees: Office of the United Nations High Commissioner for Refugees

Report of the Secretary-General

SUMMARY

The Committee for Programme and Coordination (CPC), at its twenty-ninth session, recommended that an in-depth evaluation of the programme on international protection of and assistance to refugees be prepared for its consideration in 1993. Following established practice, a progress report was submitted to CPC at its thirty-first session on the basis of which the Committee made recommendations on the scope and methodology of the final report and the issues to be addressed in it.

This report presents findings and recommendations on: protection, durable solutions, assistance, early warning system and UNHCR's contingency planning, training, dissemination, publicity, finance, management and human resources. The general thrust of the recommendations is to strengthen the functions of protection and search for durable solutions, and to further delegate operational responsibility for assistance.

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INTRODUCTION

A. Background

1. Among the earliest concerns of the United Nations in the aftermath of the Second World War was the situation of refugees. The General Assembly adopted a resolution at its first session which laid the foundation for United Nations efforts on behalf of refugees, stressing that no refugee or displaced person who expressed valid objections to returning to his or her country of origin should be compelled to do so. Furthermore, article 14 of the Universal Declaration of Human Rights adopted by the Assembly in 1948 declares that "Everyone has the right to seek and enjoy in other countries asylum from persecution". In 1946, the Assembly established the International Refugee Organization, a temporary specialized agency to seek solutions to the problems of refugees. When it became clear that the refugee problem was not a temporary one, Member States turned again to the General Assembly, which created the Office of the United Nations High Commissioner for Refugees (UNHCR) in 1951. Under UNHCR's statute, the High Commissioner's protection function extends to persons covered by the definition provided in the 1951 Convention on Refugees, supplemented by the Protocol of 1967. UNHCR is the principal mechanism of the international community to assist and protect refugees. There is thus a treaty-based legal regime, with UNHCR as the supervising agency, with the treaty serving as the basis for defining refugees and granting refugee status.

2. The mandate of UNHCR was broadened in the 1970s and subsequently when the General Assembly and the Economic and Social Council adopted resolutions concerning displaced persons and other persons of concern to the High Commissioner. In several instances, UNHCR has been called upon by the Secretary-General to assist people uprooted and displaced within or across borders by human-made disasters.

B. Methodology

3. At its twenty-ninth session, the Committee for Programme and Coordination (CPC) recommended that an in-depth evaluation of the programme on international protection of and assistance to refugees be prepared for its consideration in 1993. At its thirty-first session, CPC considered the progress report of the Secretary-General on the in-depth evaluation of the programme on international protection of and assistance to refugees (E/AC.51/1991/4 and Corr.1) and formulated its conclusions and recommendations setting out the scope and methodology of the study. The General Assembly, in section VIII of its resolution 46/189 of 20 December 1991, approved the recommendation of CPC. The present report has been prepared in conformity with these guidelines.

4. The CPC endorsed the recommendation contained in paragraph 65 of the progress report (E/AC.51/1991/4 and Corr.1) with the understanding that due regard will also be paid to the medium-term plan for the period 1992-1997. In the conduct of the in-depth evaluation, an attempt has been made to ensure that it is both summative in nature through a review of programmatic achievements and issues for the period 1984-1989 extended to 1991 and formative through taking a forward-looking approach, taking into account the strategies laid out in the

medium-term plan for the period 1992-1997. This approach is reflected in the design of the main evaluation questionnaire (see annex below). The following is a tabulation of how the recommendations of the in-depth evaluation relate to the subprogrammes of the medium-term plan for 1992-1997 (A/45/6/Rev.1, vol. II, para. 36.20):

	Subprogrammes	Recommendations
1.	International instruments relating to the status of refugees or otherwise benefiting refugees:	--
2.	Effective implementation of refugee rights:	1, 2, 3
3.	Promotion and dissemination of principles of refugee law:	18, 19, 21, 23
4.	Emergency response and relief, care and maintenance:	5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 30
5.	Durable solutions:	4
	Managerial issues:	15, 16, 17, 20, 22, 24, 25, 26, 27, 28, 29, 31

5. The following categories of information were reviewed in the conduct of the in-depth evaluation:

(a) Information in the public domain: United Nations reports and documents, studies by funding agencies, academic and NGO studies and articles.

(b) Information from internal sources: UNHCR internal evaluation reports, Internal Audit reports, reports of consultants, UNHCR internal working documents.

(c) Information from surveys conducted by the Central Evaluation Unit: main evaluation questionnaire, evaluation questionnaire on the journal Refugee Abstracts, evaluation questionnaire on Refugees magazine, evaluation questionnaire on training.

(d) Submissions by the following based upon a check-list provided by UNHCR, namely the Department of Public Information (DPI), the United Nations Development Programme (UNDP), Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD), the International Labour Organisation (ILO), the United Nations Centre for Human Settlements (UNCHS), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Food Programme (WFP), the World Health Organization (WHO) and the International Organization for Migration (IOM).

(e) Structured interviews with government representatives, non-governmental organization (NGO) representatives, press correspondents, staff

of UNHCR, UNDP, United Nations specialized agencies, IOM, the Department of Humanitarian Affairs and other United Nations staff.

6. Because the material reviewed for the evaluation was so voluminous, it was not possible to make a descriptive presentation and discussion of it and at the same time conform to General Assembly decisions on the limitation of documentation. The findings and recommendations of the in-depth review of the above material are presented below, and the full results of the main evaluation survey is given in the annex to the report.

7. The surveys mentioned in paragraph 5 (c) were concluded during the second half of 1992. The main questionnaire was sent to all 46 States members of the Executive Committee of the UNHCR, and to all 64 NGOs on a list of those active in refugee matters provided by UNHCR. Sixty-five per cent of the government representatives and 70 per cent of the NGOs responded to the main questionnaire. The results of this main survey are mentioned in the findings below only when they show widespread agreement. Many of the questions required technical knowledge. The results are given as a percentage of those respondents who expressed an opinion on a particular question. The evaluation questionnaire on the journal Refugee Abstracts was inserted in the June 1992 issue of that publication, and thus sent to all 474 subscribers. The evaluation questionnaire on Refugees magazine was mailed to a random sample of 408 (i.e., 1 in every 100) readers of the English and French versions of the main edition. The response rates were 15 per cent and 34 per cent respectively. The data collected through the evaluation questionnaire on training did not lead to significant findings results, but the comments provided by the respondents have been taken into account.

FINDINGS AND RECOMMENDATIONS

8. The two main functions of UNHCR are to provide international protection to refugees and to seek durable solutions to their problems, 1/ under the relevant international and regional refugee instruments. 2/ In addition, UNHCR has a major role in coordinating aid to refugees. While its material assistance activities are conducted through national or local authorities of the country concerned, other organizations of the United Nations system, NGOs or private technical agencies, 3/ UNHCR, of late, has had to become increasingly operational itself because of the number and size of the humanitarian emergencies confronting the international community. The general thrust of the recommendations below is to strengthen the functions of protection and search for durable solutions, and to further delegate operational responsibility for assistance.

A. Protection

9. The 1951 Convention relating to the Status of Refugees, and the related Protocol of 1967, as the most comprehensive protection instruments to date at the global level, continue to play a central role in the international regime for refugee protection. 4/ There were 97 States parties to the Convention and/or Protocol in 1985, and 114 in 1992. However, by June 1992, only 27 States had replied to the UNHCR questionnaire issued two years earlier on the

implementation of these instruments, and it is difficult to draw a conclusion on difficulties experienced by States in meeting their obligations under the Convention. 5/ Legal problems have arisen where no specific legislative arrangements have been made to incorporate the Convention and Protocol into national law. 6/ The Final Act of the 1951 Conference on the Status of Refugees expresses the hope that the Convention will have value as an example exceeding its contractual scope. 7/ In this spirit, regional instruments have been useful when they have not only incorporated the 1951 Convention but also sought to provide the same or a comparable protection regime to an extended category of refugees. 8/ Other regional standard-setting activities do not necessarily reflect this spirit, and, in such cases, UNHCR is seeking a renewed commitment to produce internationally acceptable norms for territorial asylum. 9/ Among several initiatives to assist States, UNHCR has launched a Country Information Project. The Project will serve as the focal point for the active dissemination of relevant, credible, reliable and current information to those engaged in protection and assistance to refugees. 10/

10. The unique and universal nature of the UNHCR mission is to extend international protection to refugees; it is this which distinguishes the Office from all other organs of the United Nations. 11/ Difficulties have been reported in international humanitarian operations when UNHCR is not in a position to discharge this protection mission, through and in cooperation with Governments. 12/ Relief and development agencies that become involved in delivering assistance generally see themselves as having only a limited protection role. Their field staff rarely receive any training or orientation in protection issues or even a clear statement of their agency's overall position regarding protection matters. 13/ In accord with several regional instruments, UNHCR extends its protection mandate to refugees of war and civil strife. 14/ In the area of migration and return/expulsion of non-refugee aliens, many of the respondents to the evaluation survey who provided comments considered that UNHCR should be involved in such situations merely in a supportive capacity, avoiding duplication with other organizations, and as guardian of the 1951 Geneva Convention.

11. Internally displaced persons have no agency comparable to UNHCR to turn to when they are forced from their homes. 15/ The protection afforded by international law for victims of internal disturbances and tension remains inadequate. One institution, the International Committee of the Red Cross (ICRC), does have a mandate for protecting and assisting one category of internal refugees - those who are in a country where international humanitarian law is applicable because of a situation of international or non-international armed conflict. In situations of internal strife, which are not covered by international humanitarian law, the ICRC, on the basis of the statutes of the International Red Cross and Red Crescent Movement, can offer its services for protection and assistance to victims of such situations. 16/ UNHCR has been able to help in some cases because it has been authorized by the Secretary-General or the General Assembly. In other cases, UNHCR has become involved at the request of Governments. The response of the international community to such situations has been ad hoc, and in many cases no effort has been undertaken at all. 17/ A meeting of the Inter-Agency Standing Committee provided for in General Assembly resolution 46/182, held at Geneva on 3 February 1993, addressed this question. It reaffirmed the need for the Committee to continue

consideration of the question of allocation of responsibility on a case-by-case basis.

12. In the evaluation survey, of those who expressed an opinion on question 1, approximately 75 per cent of government representatives and 85 per cent of NGOs considered that UNHCR should be more involved in providing assistance and protection to displaced people who do not fall within the refugee definition. Many of those respondents who provided comments considered that UNHCR has the operational capacity and experience to do so, but they cautioned that activities in new areas should not hamper UNHCR's primary and unique role of international protection of refugees and its function of providing them with assistance. In resolution 47/105, the General Assembly welcomed "efforts by the High Commissioner, on the basis of specific requests from the Secretary-General or the competent principal organs of the United Nations and with the consent of the concerned State, to undertake activities in favour of internally displaced persons, taking into account the complementarities of the mandates and expertise of other relevant organizations". (See also para. 15 below.)

> Recommendation 1, Population displacements not covered by international instruments: In situations of displacements of populations not covered by international instruments, UNHCR should have an advisory role for protection issues with the organizations involved in operations of relief and assistance. In such situations, when prompt and adequate assistance is not provided by any other international organization, UNHCR should seek the necessary authority to provide the protection and assistance needed.

B. Durable solutions

1. Catalytic political role of UNHCR

13. The search for durable solutions to the problem of refugees and displaced persons of concern to UNHCR is one of the main functions of the Office. 18/ Such solutions involve the root causes of refugee flows and, where possible, action to prevent further refugee movements. There are almost always important political dimensions to the root causes. 19/ Over 70 per cent of government representatives expressing an opinion on question 5 of the evaluation survey and 75 per cent of NGOs considered that UNHCR should play a more active role in ensuring that political issues affecting exiled communities are taken up in appropriate international forums. For UNHCR the challenge is to do this while, at the same time, preserving its non-political and humanitarian status. 20/ The Department of Humanitarian Affairs, New York (DHA/New York) supports efforts in this area, the role of the Emergency Relief Coordinator falling mainly in the field of humanitarian diplomacy, and relations with the Security Council and other political bodies. 21/

14. Approximately 85 per cent of government representatives who expressed an opinion on question 2 of the evaluation survey and 88 per cent of NGOs stated that UNHCR should be more involved in the prevention of refugee movements. In a note to the Executive Committee, UNHCR "recognized the need to give greater content to its role vis-à-vis countries of origin ... the challenge is to develop a balanced and effective refugee policy which includes new options on

prevention, while respecting the basic principles and concerns of protection". 22/ UNHCR intends to focus on prevention of the circumstances which force people to leave. 23/

Recommendation 2, Catalytic political role of UNHCR: Working in cooperation with the political authorities of the United Nations and the Emergency Relief Coordinator, UNHCR should bring to the attention of the relevant intergovernmental bodies information on situations which could give rise to displacement of populations.

2. Human rights aspects of refugee situations

15. In 1992, at the forty-eighth session of the Commission on Human Rights, the High Commissioner for Refugees stated that "it needed to be recognized that human rights violations are a major factor in many coerced departures", and that "human rights formed the overall basis for protection and assistance to refugees, and this could be the key to finding solutions to refugee problems". She called on the Commission to agree on an appropriate follow-up mechanism which would contribute to the protection of the internally displaced and on the establishment of a meaningful relationship between UNHCR and the Commission. 24/ More than 90 per cent of government representatives expressing an opinion on question 6 of the evaluation survey and over 95 per cent of NGOs considered that there should be greater linkages between UNHCR and the human rights organs and activities of the United Nations system. At its forty-fifth session, in 1989, the Commission on Human Rights called upon the Centre for Human Rights to cooperate with UNHCR as well as other United Nations agencies in the development of the advisory services programme. 25/ In 1992, a memorandum of understanding between the Centre for Human Rights and UNHCR was agreed upon; it applied to a country-specific situation, and its purpose was to organize the forwarding of relevant information by UNHCR to the Centre. 26/ At the end of 1992, UNHCR and the Centre set up a joint working group to elaborate mechanisms and approaches for enhanced and continuous collaboration between them. 27/ At its forty-eighth session, by its resolution 1992/73, the Commission on Human Rights requested a comprehensive study to identify existing laws and mechanisms for the protection of internally displaced persons and alternatives for addressing protection needs not adequately covered. 28/ Pursuant to the above resolution, the then appointed Representative of the Secretary-General concluded in the study submitted at the forty-ninth session of the Commission that there was no focal entity within the United Nations system specifically mandated to assume responsibility for the protection of the internally displaced. In order to attend to the protection needs of this particularly vulnerable group of persons, which according to current estimates comprises about 24 million people, the study recommended as a first step that the Commission on Human Rights establish a mechanism utilizing the full potential of the institutional structures and resources available in the United Nations system. This mechanism or entity would also provide a much-needed platform for monitoring mass displacement of people, collecting information on subsequent violations of their human rights, and helping in sustaining a positive dialogue towards concrete solutions with Governments affected by mass displacement crises.

Recommendation 3, Human rights aspects of refugee situations: UNHCR and the Centre on Human Rights should establish joint mechanisms to ensure that: (a) refugee situations emanating from human rights violations are brought to the attention of the Commission on Human Rights, and appropriate action is proposed to it; (b) advisory services and technical cooperation aimed at improving the implementation of international covenants and agreements on human rights, including monitoring and reporting mechanisms, adequately address the human rights of refugees and asylum-seekers.

3. Regional approaches to durable solutions

16. More attention has been paid in recent years to the developmental aspects of durable solutions. General Assembly resolution 46/182 stresses the clear relationship between emergency, rehabilitation and development. 29/ But, as stated in a study by J. Cuénod, "UNHCR, being a humanitarian organization, has difficulties to have access to development funds ... What is required is for the central planning authorities of the host country to take into account the contributions and the needs of the refugees when formulating their national development plan". 30/ The collaboration of UNHCR with a development agency, UNDP, within the framework of a regional plan of action, as in the International Conference on Central American Refugees (CIREFCA) process, is seen as a promising model for providing durable solutions to the problems of refugees, returnees and displaced persons. In the evaluation survey, of those who expressed an opinion on question 24, 80 per cent of government representatives and 90 per cent of NGOs considered that regional approaches to durable solutions have the greatest potential for success. Tripartite commissions or similar consultative mechanisms, regional approaches to refugee problems (CPA - The Comprehensive Plan of Action on Indo-Chinese Refugees - and CIREFCA) and other such efforts continued to be implemented by UNHCR in 1992. 31/ The CIREFCA process is particularly effective in that it takes into account the needs of both countries of origin and countries of asylum, and has the flexibility to permit change as political circumstances require. The co-sponsorship of CIREFCA by UNHCR and UNDP provided a base from which to continue their ongoing cooperation in the CIREFCA process. The setting up of a Joint Support Unit of the two agencies solidified this relationship. 32/ However, the transition between relief aid and developmental assistance in CIREFCA is a major challenge. UNHCR deals directly with the target population; UNDP focuses on macro-level development. The Quick Impact Projects in Nicaragua have only partially filled the gap between immediate assistance and macro-level development; the full transfer of responsibility from UNHCR to UNDP has been rescheduled several times. 33/ The Emergency Relief Coordinator has been entrusted with the responsibility of ensuring a smooth transition from relief assistance to rehabilitation, reconstruction and development (General Assembly resolution 46/182, annex, para. 35 (h)). This issue is to receive special attention at the April 1993 session of the ACC as well as the Economic and Social Council at its high-level coordination segment in July 1993. The above and other approaches will be fully considered during these and other discussions in order to develop specific modalities and framework for the collaborative efforts of all the concerned parties. Further work in strengthening UNHCR's role in this regard will be carried out within this framework.

Recommendation 4, Regional approaches to durable solutions: UNHCR should encourage all countries involved to explore regional approaches to durable solutions of problems causing refugee situations. Such approaches would normally involve some or all of the following elements: the legal mechanism of tripartite commissions; plans containing commitments related to basic principles of refugee law and humanitarian assistance; close collaboration between UNHCR, UNDP and other development agencies in the context of a joint support unit; the eventual withdrawal of UNHCR from any operational responsibility.

C. Assistance

1. Role of other organizations of the United Nations system and IOM

17. UNHCR is called upon to provide assistance for the care and maintenance of refugees and persons in refugee-like situations. During the 1984-1992 period, UNHCR faced refugee problems of increasing magnitude and complexity. 34/ UNHCR's budget, which is almost entirely funded through voluntary contributions, had a total expenditure in 1984 amounting to $444 million, and expenditures in 1992 of $1,000 million. 35/ These amounts do not include expenditures by Governments or other organizations in support of their own refugee assistance programmes; asylum procedures in the members of the Organisation for Economic Cooperation and Development, for example, have been estimated at 10 times UNHCR's total budget. 36/

18. The statute of the Office requires the basic functions of UNHCR to be performed by assisting Governments and, subject to the approval of the Governments concerned, private organizations. More and more frequently, as in emergency situations or when a suitable implementing partner could not be identified, UNHCR has had no option but to become operational. 37/ To avoid being more involved in operations, and to augment the resources available to assist refugees and returnees, UNHCR has gradually paid greater attention to inter-agency cooperation. 38/ However, such inter-agency cooperation does not yet rest on a clear definition of the agencies' respective areas of responsibility. 39/ In this connection, mechanisms established by General Assembly resolution 46/182, especially the Inter-Agency Standing Committee, will be fully utilized to provide the policy guideline and framework for cooperation. Over 90 per cent of government representatives expressing an opinion on question 7 of the evaluation survey and 70 per cent of NGOs considered that UNHCR should attempt to delegate additional operational responsibilities to other United Nations organizations, in sectors such as education and health. The first general sectoral working arrangement was developed in 1991 between UNHCR and WFP, achieving a clearer division of responsibilities between the two agencies. This arrangement permits savings in overall administrative costs and is expected to lead to more efficient delivery of food aid to the beneficiaries. 40/ The existing coordination between UNHCR and IOM continued in 1992, and IOM's cooperation in refugee/returnee transportation has been very important. Regular consultations on matters of common interest have also continued both in Geneva and in the field. 41/ Complementarity between these two organizations can further be developed. 42/

Recommendation 5, Cooperative arrangements in assistance to refugees: The present effort to clarify areas of specialization and complementarity among agencies of the United Nations system and IOM, leading to cooperative arrangements along the lines of the UNHCR-WFP agreement, should be continued. Cooperative arrangements should be put into effect as soon as possible with UNICEF (water supply, sanitation), WHO (coordination of health sector in large programmes), and IOM (logistics, support to reinsertion, information in country of origin).

2. Role of implementing partners

19. Answers to several related questions in the evaluation survey pointed to the need for UNHCR to increase the involvement of NGOs in operational activities: in particular, 80 per cent of government representatives expressing an opinion on question 13 of the evaluation survey, and 90 per cent of NGOs, stated that UNHCR should do more to expand the capacity and operational involvement of national NGOs in developing countries (see Training, sect. E below). On question 16, 85 per cent of government representatives and 75 per cent of NGOs expressing an opinion considered that UNHCR could make greater use of private sector enterprises in the implementation of assistance programmes. The practice of UNHCR's implementing partners to subcontract private enterprises in technical sectors where the implementing partners lack expertise has proven valuable. 43/ The choice of the most qualified implementing partner for a given project is vital, and often made under emergency conditions but information on prospective partners' ability to deliver required assistance is sometimes sketchy. Although there are some regional databases of NGOs active in refugee matters to guide UNHCR staff in their choice of implementing partners, there is not yet such a database with world-wide scope. 44/ The 1990-1991 world-wide consultations between UNHCR and nearly 200 NGOs stressed the importance of NGO involvement at all stages of a refugee situation, from early warning, information gathering and needs assessment through to programme planning, implementation and evaluation. 45/ Actions taken recently to enhance NGO involvement have been useful; in the areas of advocacy and refugee protection, some problems have occurred because of a lack of clarification of roles and responsibilities. 46/

Recommendation 6, Role of NGOs: The UNHCR electronic directory (roster) of NGOs active in refugee matters should be completed as a matter of priority, and regularly updated. This database should include an assessment of each NGO's capacity and prior performance. UNHCR should formalize agreements with suitable NGOs in the areas of legal support, advocacy, and refugee rights monitoring; such agreements should include a clear definition of responsibilities and roles.

3. Control of project management

20. Control over project management has improved in spite of the difficult environment in which most assistance and emergency relief programmes are delivered. 47/ International NGOs with the required expertise have recognized the need for cooperation with UNHCR in the institutional development of local NGOs. Several of the irregularities and inefficiencies noted by auditors and others were linked to the institutional weaknessess of operational partners; a closer monitoring of their operations has been suggested. 48/ As from January 1993 the Internal Audit Division has set up its UNHCR Section in Geneva, dedicated exclusively to the audit of UNHCR activities. In order to meet the Division's resource requirements to provide audit coverage of all UNHCR activities on a three to three-and-a-half-year cycle, the UNHCR is giving the Division, as from 1993, two additional posts and funds for related non-staff costs. As from 1994, subject to the approval of the Executive Committee of UNHCR and to the availability of funds, UNHCR is also providing the Division with a new post and related non-staff resources. On the need for field staff with strong managerial background see Human resources, section H below.

21. Even in countries with well-developed individual asylum procedures, UNHCR is experiencing managerial difficulties and is exploring ways for the local community to take more responsibility in processing individual cases. In other countries, it is strengthening its monitoring of the Convention's implementation and providing advisory services to assist institution building. 49/ A number of relevant reviews have been carried out by the UNHCR Central Evaluation Section, including the 1992 review of UNHCR's activities in Western Europe. 50/

> Recommendation 7, Strengthening field audit and management: The Internal Audit Division should be strengthened in order to allow the audit of each UNHCR country programme every other year, or at the assumption of duties of a new representative. UNHCR should establish a multidisciplinary team of management specialists; this team should visit field programmes to provide assistance for the strengthening of management systems in place, to advise on the quality of the leadership and management of human resources, and to assist staff in ensuring that the programme objectives are being met.

4. Participation of refugees

22. In the evaluation survey, 85 per cent of government representatives expressing an opinion on question 14 and 95 per cent of NGOs stated that refugees could be more involved in the design and implementation of assistance programmes. UNHCR staff interviewed generally agreed that refugee participation usually helps promote programmes based on human development and self-management rather than on dependency. Procedures for refugee participation at all stages of a project are described in the UNHCR Manual. Due to external constraints, however, this participation is sometimes limited to the needs assessment stage; in such a case, it would not be summarized in the project implementing instruments, and so it is difficult to assess to what extent participation is, in fact, a standard practice. 51/

5. Targeting vulnerable groups

23. Over 85 per cent of government representatives expressing an opinion on question 15 of the evaluation survey and 95 per cent of NGOs stated that there is a potential for greater targeting of UNHCR's protection and assistance programmes towards refugee women. Several studies have pointed out that while women and children constitute 80 per cent of the refugee population, the implications of this fact for programming and policy development have not been fully integrated into decision-making, despite recent progress. 52/ UNHCR has redoubled its efforts, especially through targeted training activities, to promote greater support and understanding of UNHCR's policy and activities on behalf of refugee women. 53/ UNHCR has had a Coordinator for Women for more than two years. In 1992, a Coordinator for Refugee Children was appointed to help increase the awareness of the special needs of refugee children. 54/

D. Early warning system and contingency planning

24. An effective United Nations early warning system will not in itself ensure a timely response to every emergency. There were situations in recent years where UNHCR had indications of impending crises and yet refrained from responding early for lack of resources or in some cases, because of other difficulties. 55/

1. Early warning

25. Approximately 85 per cent of government representatives and the same proportion of representatives of NGOs expressing opinions on question 9 of the evaluation survey, considered that it is possible to anticipate refugee emergencies through the development of early warning systems. Because of its mandate and apolitical nature, UNHCR's approach to early warning has been, in the past, directed more at emergency preparedness than at prevention. 56/ However, the present international situation may allow greater scope for effective action in regard to root causes and prevention of refugee flows, and UNHCR has been increasingly involved in preventive strategies. 57/

26. Following the report of the Joint Inspection Unit on the coordination of activities related to early warning of possible refugee flows, 58/ UNHCR participated in the ACC Working Group established to work out practical measures. 59/ The Working Group concluded in its 1992 report that a full United Nations early warning system should be developed in phases, and considered that such a system would not be able to operate at anything approaching full efficiency until relevant technical expertise was first significantly improved. 60/ The development and effectiveness of an early warning system is one of the important objectives of the United Nations identified by the Secretary-General in his report entitled "An Agenda for Peace" (A/47/277-S/24111). This important task is being pursued by the agencies in collaboration with the Department of Humanitarian Affairs and the Inter-Agency Standing Committee established by General Assembly resolution 46/182. In this context, UNHCR intends to assess its current reporting system and organizational structure with a view to improving the collection, analysis and channelling of

information by its staff on potential refugee flows and internal displacement. 61/

Recommendation 8, UNHCR focal point on early warning: UNHCR should establish a focal point exclusively in charge of research on early warning questions, including the development of indicators of impending displacements of population, with access to all existing information within UNHCR. The focal point should develop guidelines for UNHCR staff on gathering and reporting relevant information. The UNHCR focal point should coordinate its activities with the focal points of other United Nations departments and agencies within the framework proposed by the Organizational Committee of ACC. In this context, UNHCR will actively participate, alongside other concerned organizations of the United Nations system, with the newly instituted consultations mechanism on early warning on flow of information on mass movement of populations, under the aegis of the Department of Humanitarian Affairs.

2. Emergency operations

27. An early warning system, understood in the broad sense of encompassing preparedness and responsiveness, requires the concerted response of specialized organizations of the United Nations system, and in that context the most critical problem is not foreseeability but the lack of a common operational system. 62/ The Department of Humanitarian Affairs, through its inter-agency consultations and support structures, has the responsibility of developing systems for effective inter-agency relief operations, including the creation of unified methods and structures for delivering assistance in the field. 63/ Studies have shown that, in an emergency, a single operational agency must be responsible for ensuring that all sectors are covered, through its own activities or those of other organizations. 64/ In refugee emergencies, UNHCR will continue to exercise its mandated responsibilities. In complex emergencies involving non-refugee groups, the allocation of responsibilities should be discussed within the appropriate inter-agency consultative forums and ultimately decided upon by the Secretary-General.

28. In October 1991, UNHCR adopted its new Emergency Preparedness and Response System. After the first year of implementation, the new System, with officers on stand-by at headquarters, and regional Emergency Response Teams, has greatly enhanced UNHCR response to humanitarian disasters. 65/ However, some gaps have been identified in the overall support system, particularly administrative support. 66/ Other measures have been taken in recent years to develop UNHCR's preparedness capability; for example, the Executive Committee in February 1991 decided to change the Financial Rules, in particular those governing the Emergency Fund, the Working Capital and the Guarantee Fund, to give the High Commissioner greater scope to deal with contingencies. 67/ In December 1992, the Executive Committee further enhanced the provisions governing the Emergency Fund. 68/

Recommendation 9, Emergency operations: In each emergency situation, one senior administrative officer with full authority to commit resources should be appointed to provide administrative support in the field to the Emergency Preparedness and Response Officer.

Recommendation 10, Funding of the Emergency Preparedness and Response system: The Emergency Preparedness and Response system (EPR) put into place in 1992 should be funded by Governments at the requested levels to enable UNHCR to conduct proper responses to emergencies.

3. Stand-by arrangements

29. Several agreements have been reached with NGOs for the secondment of personnel to UNHCR to meet emergency needs. 69/ Stand-by arrangements have also been worked out with the Norwegian and Danish Refugee Councils and other agencies, including government agencies, for immediate deployment of personnel. These stand-by and other arrangements have proven valuable in emergency situations. This approach has not been developed yet at the regional level. 70/

Recommendation 11, Stand-by arrangements: Stand-by arrangements similar to those with the Norwegian and Danish Refugee Councils should be developed at the regional level with national relief organizations.

E. Training

30. UNHCR training activities have increased substantially in recent years. In response to the External Audit criticism in 1985 and 1986 that insufficient attention was being paid to briefing and training staff, 71/ and in conjunction with the establishment of an Emergency Management Training Programme (in collaboration with the University of Wisconsin/Madison), a Training Section was set up in 1987. The initial focus was the continuation of the Emergency Management Training effort, and the development of a network of Field Training Coordinators and Headquarters Training Focal Points to assist in developing and carrying out localized training plans. By 1992, there were over 70 Field Training Coordinators and 23 Headquarters Training Focal Points. 72/ Between 1988 and 1991, 490 courses were conducted covering management, office skills, emergency training, refugee law and other topics. Approximately one third of the 2,623 course participants during 1990-1991 were government officials and refugee workers employed by NGOs, United Nations agencies and others.

31. In addition to these formal programmes, field offices carry out ad hoc training programmes, which probably constitute one half of all training efforts of UNHCR, and are aimed primarily at the staff of its operational partners. Such training is undertaken mostly by UNHCR field staff whenever this is possible, subject to the exigencies of their main duties. 73/ Because of its ad hoc nature, most training of national operational partners, both from governmental and non-governmental organizations has been carried out rather sporadically.

1. Training of operational partners

32. Sixty per cent of UNHCR's resources is utilized by its operational partners; training of their staff has a significant bearing on the efficiency and effectiveness of UNHCR's field operations. 74/ Institutional weaknesses of national operational partners have been reported in many studies; there is also a high turnover rate among their staff. Considering these two factors, an approach to training organized exclusively by UNHCR would be too costly to contemplate. 75/ However, in the evaluation survey, of those who expressed an opinion on question 13, 80 per cent of government representatives and 90 per cent of NGOs considered that UNHCR should do more to expand the capacity and operational involvement of national NGOs in developing countries.

33. UNHCR has made efforts to identify additional non-governmental sources of funding for some refugee law training seminars 76/ and has taken initiatives to involve its partners in delivering training themselves, as with the development in 1992 of an emergency management briefing and training package used by the Danish and Norwegian Refugee Councils. 77/ One of the conclusions of the 1991 UNHCR/NGOs world wide joint consultations was that training is one of the activities where UNHCR/NGO partnership can be best developed, with exchange of expertise during joint staff training, cooperation in organizing induction programmes and sectoral training, and cooperation in the institutional development of local NGOs. 78/ In the evaluation survey, a surprising 100 per cent of both government representatives and NGOs who expressed an opinion on question 11, responded that there is a need for UNHCR to collaborate more extensively with NGOs in developing and carrying out its training activities.

> Recommendation 12, Collaboration in training: UNHCR should collaborate more extensively with NGOs, including academic centres specialized in refugee matters, in designing, implementing and funding its training activities.

> Recommendation 13, Training of national operational partners: UNHCR should support an increase in formal training of national operational partners by implementing partners with extensive experience and sufficient expertise. This support could be partly through an on-the-job training format, and partly through using training kits prepared by UNHCR. Such enhanced training activities, complemented by collaboration between implementing partners during project implementation, would contribute to building up the institutional capacity of the host country.

2. Cooperation with United Nations agencies

34. UNHCR Field Training Coordinators are encouraged to explore actively the possibilities of local collaboration on training with other United Nations agencies 79/ and cooperation between UNHCR and other agencies in the field of training has been mutually beneficial, with United Nations agencies such as UNICEF, UNDP, WFP benefiting from UNHCR training materials and assistance. 80/ UNHCR and UNDP recognize the need for their staff working in refugee reintegration programmes to be better trained regarding the essential nature,

mandate and operational modalities of the other agency. 81/ The programme for the promotion of refugee law reflects increasing awareness of the need for UNHCR to strengthen cooperation with other agencies and organizations in the sphere of promotion, dissemination and training activities for refugee law. 82/

Recommendation 14, Cooperation with United Nations agencies in training: Cooperation between UNHCR and other agencies in the field of training, ranging from exchange of information and comparing experiences to undertaking joint training efforts, should continue to be developed informally, particularly in view of increased inter-agency operational collaboration.

3. Training of UNHCR staff

35. For the staff of UNHCR, the two most important training needs are those relating to, first, the induction-orientation training and briefing of new staff members, particularly of those being assigned to the field, and, second, to the training of staff upon change of assignment and assumption of new functions. Neither of these needs have been adequately met. 83/ An internal Task Force on Training has made recommendations on these issues. 84/ The policy of regular rotation of staff while beneficial has been disruptive in many instances. 85/ Rotation results in the loss of benefits of previous training, and so creates additional training needs. The policy of a Standard Assignment Length was made more flexible in 1992 so that staff can be rotated more easily within specific categories of posts. 86/

Recommendation 15, Training of UNHCR staff: All new staff members should be given appropriate induction-orientation training and briefing, with priority to those being assigned to the field. Similarly, all staff members assigned to new functions should receive appropriate training prior to assuming their new functions.

4. The UNHCR training functions

36. In the absence of an overall UNHCR training plan linked to a strategy of human resources management, training has tended to be given in response to individual preferences and career development objectives. 87/ The 1992 Task Force on Training reaffirmed the view that training is a managerial responsibility of all supervisors and that this responsibility entails participation in the process of identifying the training needs of their staff and counterparts, the formulation of a training plan, and follow-up activity, including evaluation. 88/ However, staff currently designated as coordinators or focal points for training are performing this function informally in addition to their main responsibilities; as a consequence they are not able to devote as much attention as would be necessary to the implementation of their office's training plan. Comments made by respondents to the evaluation survey on training indicated that the training skills of UNHCR staff serving as part-time trainers needed upgrading.

Recommendation 16, Strengthening the UNHCR training functions: A Training Steering Committee should be established under the chairmanship of the Deputy High Commissioner to develop UNHCR policy on training and to monitor its implementation.

37. Not all the training activities of UNHCR are subject to regular evaluation; follow-up evaluation has been difficult to undertake because of the high staff turnover of the operational partners and high staff rotation in UNHCR. Information for the proper management of the training function is still lacking: there is no clear picture of the total volume of training being undertaken and no systematic information on the impact of such training. 89/

Recommendation 17, Information for training management and monitoring: Information on training activities indicating the numbers of people trained, the nature of the training, and the affiliation and functions of the trainees, should be maintained regionally and centrally to ensure accountability and to meet proper management requirements. All training activities of UNHCR should be subjected to regular end-of-training evaluations. Follow-up evaluations, six months to one year after the training, should be conducted for samples of trainees and activities.

F. Dissemination

1. Promotion of refugee law

(a) Promotional activities

38. UNHCR has a mandated responsibility to consolidate and expand the legal framework governing the status and rights of refugees. This function involves promoting the fundamental principles of refugee protection. Promotional activities in this regard include dissemination of refugee-related human rights law and protection principles, active support of further accession to international instruments concerning refugees, and of their effective implementation, by, for example, the training of people from governmental and other entities involved in refugee status determination and protection, and in the search for durable solutions. 90/ The Executive Committee and the General Assembly have recently reaffirmed the importance of the Office's efforts to promote the development and strengthening of international refugee law through the organization or support of round tables, seminars and discussion groups. 91/ In 1984 the UNHCR organized only four refugee law seminars. 92/ In contrast 71 seminars were organized between July 1991 and July 1992, not including several activities in cooperation with other institutions, such as the International Institute of Humanitarian Law. This increase is the result of a strategy of collaboration with private donors, government agencies and other organizations. 93/ For these seminars, both the evaluation survey and UNHCR end-of-course evaluations show a high level of satisfaction among participants. However, the comments of respondents to these evaluation surveys show also that they wished the seminars were more closely related to local situations, and were followed up by other activities. 94/ There have been no post-seminar evaluations to assess the seminars' impact on government practices. 95/ UNHCR representatives do not routinely include a plan in their country programmes for the dissemination of refugee law. 96/

> Recommendation 18, Refugee law at the country level: Activities on refugee law promotion should be included in UNHCR country programmes. The implementation of these activities should be part of the functions of Field Protection Officers.

(b) Collaboration with academic institutions

39. UNHCR has too few protection officers with a legal background to cover all situations presenting difficult protection problems, and as a consequence the promotion and dissemination functions are often not fulfilled. 97/ In the few instances where it has been tried, collaboration with academic institutions and researchers has proven useful for the dissemination of refugee law. 98/ Links with academic institutions are important for UNHCR in research terms, but also for exchange of ideas and the promotion of the teaching of refugee law. 99/

> Recommendation 19, Collaboration with academic institutions: UNHCR should designate a focal point/research manager to facilitate collaboration with academic and research institutions for purposes of enhancing the promotion of refugee law and the dissemination of the fundamental principles of refugee protection. A world survey of research and academic institutions and organizations active in areas

of interest to refugee issues should be conducted, perhaps by an academic centre in collaboration with UNHCR.

2. Dissemination of information

40. The dissemination of information on refugee issues through the distribution of publications was rationalized with the establishment of the Centre for Documentation on Refugees (CDR) in 1986. In its first year, the CDR serviced 1,255 requests for information, documents and consultations; 5,744 requests were serviced in 1991. The CDR has created a number of new approaches to dissemination of information, in collaboration with Governments, and consortia of NGOs. The CDR maintains a database on public domain refugee information. It is also developing a country information database designed to be used by refugee workers and government officials in charge of screening procedures. 100/ In addition, it is supporting the development of the International Refugee Documentation Network, for the dissemination and exchange of information between refugee organizations and agencies.

(a) Publications

41. Readership surveys were conducted as part of the in-depth evaluation for the two periodicals distributed by UNHCR, Refugee Abstracts and Refugee magazine. These surveys show strong support from readers and a high level of interest. Refugee Abstracts is published by the CDR for academics and specialized institutions. Virtually all respondents to the evaluation survey considered it essential for any collection of literature on refugees. Ninety per cent of respondents considered the quality of its summaries adequate. Seventy per cent of respondents stated that its coverage of literature on refugee issues was adequate. However, there appears to be a problem of timeliness; only 56 per cent of respondents considered the timeliness of information in it adequate and 30 per cent expressed interest in getting Refugee Abstracts in an electronic form. Refugee, a magazine for the general public published by the Public Information Section, was redesigned in 1991 in order to present the views of UNHCR more effectively and to become a forum for debate on crucial refugee issues. 101/ Several cost-saving measures have been introduced, including some regionalization of production. Approximately 60 per cent of its subscribers are professionally involved in refugee matters. 102/ Almost 90 per cent of respondents to the evaluation survey considered the magazine useful in fostering an understanding of UNHCR's mission, and almost 85 per cent used it as a source of current information on refugee situations; 30 per cent used it as an educational tool. Many of the respondents who made comments would like more coverage of regional problems and of activities of other organizations. Almost three quarters of the respondents said that they would wish to continue receiving the magazine if a small yearly subscription fee was established.

(b) Distribution

42. Several units within the Office (CDR, Public Information, Training, Emergency) prepare documents and products for public distribution, in some instances with the collaboration of outside contractors. CDR dispatches approximately 30,000 documents every year. 103/ New developments in public

information and fund raising will increase the volume of these activities, but there is no central unit within UNHCR to handle the distribution of publications and information documents. Certain documents are sales publications but there is no centrally coordinated procedure for the collection of fees and contributions. The Public Information Section has recently introduced many new products which generate income, but it lacks the capacity to effectively distribute and merchandise its products on a large scale even though the demand appears to exist. 104/

> Recommendation 20, Distribution Unit: UNHCR should establish a unit with responsibility to distribute and, where appropriate, merchandise all dissemination products and publications, to coordinate activities of outside contractors concerned, and to collect fees and contributions generated by the products and publications. The unit can be started by regrouping existing resources at present scattered among several sections. Any additional resources required by substantial new activities should be supported from revenues.

G. Publicity

43. Information activities are aimed at creating international awareness and understanding of the plight of refugees and of the goals and activities of UNHCR itself. 105/ These activities were thoroughly reviewed during 1991 106/ and a new UNHCR public information strategy was adopted in 1992. 107/

1. Response to media

44. In NEXIS WIRES, an electronic database containing the full texts of over 10 million wire service stories for the period 1984-1992, the proportion of all stories on refugees which refer to UNHCR was 4 per cent in 1990, and had increased to 12 per cent in 1992. The number of stories with a reference to the High Commissioner has increased tenfold between 1990 and 1992. Of all stories on refugees which contain at least one reference to the United Nations, only 12 per cent referred to UNHCR in 1990, but this percentage grew to 24 per cent in 1992. However, examination of three separate samples of full texts, with a total of 156 stories, filed between 1989 and 1991, shows that only half the stories on UNHCR activities actually had a reference to UNHCR itself. 108/

45. Among likely causes of the noted improvement in press coverage are the greater priority given by the new High Commissioner to communications requirements and the production by the Public Information Section of documents directly usable by press correspondents. 109/ Several impediments to even wider coverage have been identified. UNHCR staff in the field have not been encouraged to establish communications with news media contacts; the benefits of providing factual information as up to date and accurate as possible have been obscured by the fear that the press may gain access to confidential UNHCR documents and information. 110/ At headquarters, when UNHCR is involved in an emergency or other situation that warrants the urgent release of a press update or the publication of a bulletin, the Desks and Directors responsible for that operation are extremely busy and cannot give priority to the timely clearance of public information material. 111/ Interviews with press correspondents

conducted as part of the evaluation indicate that they wish to access more easily UNHCR information on refugee situations.

46. The name of the Office does not lend itself to easy citation, particularly in English. 112/ Nevertheless, a majority of respondents to the evaluation survey considered that a change of name would not be a critical factor in helping UNHCR be better known without better publicity strategies about its work and that if a new name were to be given to the Office, it should keep the reference to the United Nations.

> Recommendation 21, Response to media: At headquarters, UNHCR should adopt a more streamlined procedure for internal clearance of public information materials and develop and maintain a separate database for electronic fact sheets, with on-line access provided for accredited media correspondents, as well as UNHCR staff who must respond to media inquiries. In the field, in the absence of public information officers and of UNHCR representatives, UNHCR staff should be encouraged to play a public information role when the need arises, under general guidelines established by Headquarters. A brief segment of training courses for UNHCR staff should be devoted to responding to the media.

2. Public information officers

47. Where it has been possible to recruit Public Information Officers locally, they have been very effective. Such personnel, not subject to the rotation system, have ensured the necessary continuity of professional contacts and the suitability of general press strategies to the local context. 113/ However, the 1991 consultant report on Public Information observed that the regional structure of Public Information is very loose, with a variable number of relatively junior staff around the world maintaining very indirect or incomplete reporting channels to Public Information, Geneva. 114/ At present, some public information officers in the field work solely under the supervision of the representatives, who often are uncomfortable in dealing with the media. As a result, the High Commissioner's public positions on vital refugee issues are not publicized as widely in the field as they should be. 115/ There are also difficulties in launching coordinated efforts, such as public awareness campaigns. In addition, there are no public information officers in several duty stations where there is a need for greater public awareness of refugee issues, or where the potential for fund-raising has not yet been exploited. 116/ Higher visibility in the media and the press generates information requests from the general public, and the public awareness campaigns, the new Goodwill Ambassador programme, and the new National Committees place additional demands on Public Information, Geneva, which it has difficulty meeting. 117/

> Recommendation 22, Public information officers: Public Information field personnel should work under the supervision of Public Information, Geneva, and within the framework of the UNHCR public information strategy. In duty stations where there is a pressing need for greater public awareness of refugee issues or potential for fund-raising, public information officers should be assigned in a manner that ensures the necessary continuity with the media.

3. Reaching a wider audience

48. To raise public consciousness on refugee issues, and expand the UNHCR fund-raising base, UNHCR intends to reach a much more diversified audience than it has done to date. 118/ During 1992 a test public awareness campaign was conducted in four countries. This campaign included posters, television and radio announcements, public service advertisements in the press and a programme of activities geared to teachers and students. Although it was not the main purpose, the campaign has generated some income from non-traditional sources, and, in general, has stirred public interest. 119/ The Fund Raising Service intends to concentrate on taking advantage of public information activities, designing fund-raising operations that would coincide with the public awareness campaigns. The respective roles of fund raising and of public information are being clarified. 120/ Such campaigns are complex; in the test cases, there were some problems of coordination with Country/National Committees. 121/ To maximize the use of available resources and expertise, UNHCR and NGOs recognize that complementary action is vital for successful advocacy on behalf of asylum seekers and refugees, as long as the Office's control over the image and the message it wants to communicate is maintained, and the integrity of UNHCR partners respected. 122/ They intend to coordinate their efforts vis-à-vis Governments, the media, public debates and campaigns. 123/

49. Activities of DPI in support of the publicity programme of UNHCR were undertaken both at Headquarters and in the field through the network of United Nations information centres (UNICs). In spite of this cooperation between DPI and UNHCR, however, many possibilities of collaboration have not yet been explored. For example, information on UNHCR planned activities, as well as the UNHCR weekly briefings, are not forwarded on a regular basis for dissemination among UNICs through the Department electronic communication facilities, and briefings of UNIC Directors and other information professionals in the field could include UNHCR presentations more systematically. 124/

> Recommendation 23, Public awareness campaigns: UNHCR public awareness campaigns should be designed around local perceptions, and carried out in close collaboration with local UNHCR staff, Country/National Committees or other local organizations as appropriate.

> Recommendation 24, Collaboration with DPI: Collaboration between UNHCR and DPI should be developed further. For example, the DPI electronic communication link with UNICs should be used systematically to disseminate the content of UNHCR weekly briefings; UNHCR should prepare presentations for the periodic briefings of UNIC Directors organized by DPI, with sufficient advance notice being given by DPI to UNHCR. A joint UNHCR/DPI task force should be set up to explore new avenues of cooperation, including the possibility of a common UNHCR/DPI information strategy.

H. Finance, management and human resources

1. Finance

(a) Uncertainty of funding

50. As stated by the High Commissioner at the forty-first session of the Executive Committee, the unstable and unpredictable nature of UNHCR's funding produces crippling effects on its activities, such as delays in programme implementation through the holding in abeyance of preparatory actions and the frequent reprogramming of activities. This problem, which seems to be of a chronic nature, was raised in an external evaluation and several internal audit reports. At the forty-sixth session of the General Assembly, the spokesperson of the Nordic delegations stated that "there was a need for UNHCR funding to be more predictable", and that "the current uncertainty led to an ad hoc approach to assisting refugees and prevented the financing of long-term solutions". 125/

(b) Extrabudgetary funding

51. Activities in the "general programmes" category accounted for less than 40 per cent of funds in 1992, even though only activities in this category are subject to a thorough consultative process with the Executive Committee and presented to the Pledging Conference. 126/ All other activities fall under the category of "special programmes", for which the Executive Committee receives information on the initial projections, and detailed reports only after implementation, and for which special appeals are required. 127/ The categorization of activities between the general and special categories has not kept pace with the changing nature of UNHCR's programmatic requirements, and now impedes both strategic planning and fund-raising. 128/ In 1992 the special programmes included, for example, over 90 per cent of funds for work on repatriation, which has now been the durable solution of preference for many years. 129/ Funding of activities in the "special programmes" category is sometimes uncertain, even for activities which receive strong support from the Executive Committee, such as the Emergency Response Capacity and Repatriation programmes. 130/

(c) Fund-raising

52. Among the factors which appear to be important in attracting funds for UNHCR are high media visibility; 131/ the involvement of potential donors, and where relevant implementing partners, in, for example, the drafting of UNHCR appeals; 132/ and the involvement in a large ongoing programme of groups of countries concerned with a specific situation. 133/ The increase in resources allocated to fund-raising has not kept pace with the growth in the scale, number and complexity of UNHCR programmes. 134/ Due in part to lack of resources, the Fund-Raising Service has not systematically pursued the initiatives needed to deal with the three above-mentioned factors, or to pursue non-traditional sources of funding such as international financial institutions, or to avoid competition with bilateral or other humanitarian assistance. 135/ The potential to assist in fund-raising of the other units in the External Relations Division - those concerned with Public Information, Interorganization Relations and NGO Liaison - is also underutilized 136/ (for public information, see also section G above).

(d) Multi-year planning

53. Day-to-day pressures have made it difficult to establish multi-year project planning. 137/ Where such multi-year planning has existed, for example in projects which are part of a regional plan such as CIREFCA, it has contributed to donor confidence and support, and provided a framework for longer-term funding commitments. 138/ Too few medium- and long-term activities in UNHCR have multi-year plans. 139/ The framework for multi-year planning exists in the UNHCR manual but has not been applied systematically for medium- and long-term projects because of day-to-day pressures and also because field staff do not yet have the skills needed to formulate such plans. 140/

(e) Regular budget funding

54. In the evaluation survey, 91 per cent of government representatives expressing an opinion on question 21 agreed that the regular budget of the United Nations should bear a greater burden of UNHCR's administrative costs; 90 per cent of NGO respondents expressing an opinion concurred with this view. The total estimated expenditures from all sources of funds for 1992 was $1,042 million, of which $20.1 million, or approximately 2 per cent, was from the regular budget (A/AC.96/798, summary table 3). In their comments, respondents stated that there is a need for a substantial part of the core activities of UNHCR, especially those in support of its protection function, to be covered by more dependable funding.

55. In the proposed programme budget for the biennium 1990-1991, a distinction was made between operational staff and non-operational staff, 141/ with the understanding that the costs of operational staff be exclusively financed from voluntary funds administered by the High Commissioner. Because of the financial constraints in the regular budget, it was also agreed that the voluntary funds would in addition cover non-operational costs in the field while the United Nations would meet the costs of non-operational staff at UNHCR headquarters. Those proposals met the approval of the General Assembly with the understanding that the new arrangements would remain unchanged for the four biennial periods subsequent to 1990-1991. However, a review of this arrangement took place in the context of the preparation of the proposed programme budget for the biennium 1992-1993 in the light of the financial difficulties faced by UNHCR in meeting expenditures under voluntary funds. 142/ In the proposed budget for the biennium it was argued that, given the essential functions of UNHCR aimed at providing international protection to refugees and at seeking durable solutions to refugee problems, UNHCR "must maintain a presence, however minimal, in countries of asylum independently of the size or nature of material assistance programmes implemented in these countries. Under the circumstances, the posts of chiefs of missions could be deemed to constitute a proper charge to the regular budget". 143/ It was, however, proposed that only the 17 posts of chiefs of missions in the least developed countries where UNHCR operates be recognized as a proper charge to the regular budget. The Secretary-General proposed that they be brought under the regular budget on a phased basis and that two of the posts be included in the programme budget for the biennium 1992-1993. ACABQ did not support the new proposal and observed that "the situation had not changed significantly since 1989", adding that the Committee had not been provided "with additional information which would warrant a change in the funding of the UNHCR staffing establishment agreed to at that time by the

Secretary-General and the High Commissioner for the four biennial periods subsequent to 1990-1991". 144/ In its resolution 46/185, the General Assembly endorsed the recommendation of the ACABQ and requested the Secretary-General to review with UNHCR the current arrangements for the financing of administrative and other posts at UNHCR and, taking into account the financial situation of UNHCR and the United Nations and all relevant intergovernmental decisions, to "make proposals, as appropriate, in the context of the proposed programme budget for the biennium 1994-1995". 145/ In 1992, UNHCR prepared a report on classification of activities/categorization of posts, among other things, for purposes of quantifying "the number of posts that could be considered a legitimate charge against the United Nations regular budget" 146/ and at its forty-third session (1992), the Executive Committee of UNHCR took note of the report and requested UNHCR to "submit to the Subcommittee in the first half of 1993 the preliminary results of its exercise of presenting all posts according to the proposed categories: executive direction and management, substantive posts, operational posts and support posts". 147/ The final result of this review of posts in UNHCR will not be ready until 1994.

Recommendation 25, Coverage by the Pledging Conference: In order to permit a more comprehensive review by the Executive Committee and coverage by the Pledging Conference, the allocation of activities between the categories of General programmes and Special programmes should be adjusted every three years by the Subcommittee on Administrative and Financial Matters to reflect significant changes in the strategic orientation of UNHCR. A much greater proportion of activities concerned with voluntary repatriation should come under the category of General programmes, in particular such aspects of repatriation as preparation, promotion and movement.

Recommendation 26, External relations strategies for fund-raising: The role of the units in the External Relations Division should be reviewed so as to maximize their contributions to fund-raising activities. A strategy for the involvement of donors, and NGO and United Nations system partners, in needs assessment, the drafting of appeals, and in other ways, should be developed and become standard practice. Additional resources should be allocated to fund-raising activities.

Recommendation 27, Selective multi-year project planning: In order to increase donor support for medium- and long-term programmes, UNHCR should adjust its programming practices to encourage multi-year project planning. For example, where regional plans of action include medium- and long-term activities, as in the Comprehensive Plan of Action, associated multi-year project plans should be developed. Field staff should be trained and given support to formulate such multi-year project plans.

Recommendation 28, Survey of growth in administrative needs and preparation of proposal for funding of administrative costs: UNHCR should, in the context of its classification of activities/categorization of posts, and in consultation with the Department of Administration and Management, undertake a study of its administrative needs. The study should show how the administrative

needs of UNHCR have grown with the expansion of international protection and assistance activities in the past four years, and pinpoint administrative requirements which are of a recurring nature. The administrative needs demonstrated by the study should then be translated into post and/or administrative overhead requirements. The study and its conclusions should be presented to the General Assembly through the Executive Committee of UNHCR and the Economic and Social Council so that it could receive the priority attention needed.

2. Management: Strategic planning

56. Driven by events, large parts of UNHCR programmes are extended from year to year. The 1990 report of the Executive Committee Temporary Working Group recommended that UNHCR examine the usefulness of a four-to-five-year corporate plan/strategy document that would provide senior management with a longer-term institutional focus and objectives. 148/ The 1992 CIDA report also considered that some strategic planning was needed. 149/ However, the Senior Management Committee, facing an ever-growing number of refugee situations and emergencies, spends much of its time on reviewing developments affecting the activities of UNHCR, and cannot devote sufficient attention to major policy issues and longer-term forward planning. 150/

Recommendation 29, Strategic planning: A small group should be established in UNHCR to make recommendations on strategic planning to the High Commissioner and the Senior Management Committee. The Subcommittee on Administrative and Financial Matters should be informed of decisions on the establishment of strategic planning in UNHCR by the end of 1993. These decisions should also be reflected in subsequent revisions to the medium-term plan for the period 1992-1997.

3. Human resources

(a) Emergency staffing arrangements

57. The scale, nature and number of humanitarian crises in recent years led UNHCR to adopt flexible staffing arrangements so that, on the one hand, in time of need, additional staff required could be hired expeditiously without undue bureaucratic constraints, but, on the other hand, when the need no longer existed, the staff complement could be reduced appropriately. 151/ In addition to this short-term emergency recruitment, the Office has also deployed, in emergency operations, NGO staff on secondment, volunteers on the UNV emergency roster and staff on loan from Governments (civilian and army personnel). 152/ The most serious problem encountered was a shortage of staff with a good administrative experience of UNHCR operations, able to assume managerial responsibility, and conduct negotiations on behalf of the Office. 153/ Staff from other United Nations agencies have been seconded to UNHCR in technical areas, such as sanitation, health services and education, and the experience with this form of secondment has been positive, but the practice has not been developed in administrative and managerial areas. 154/ Related actions are being taken to simplify the process of internal redeployment and temporary replacement of staff, and the procedures and relevant rules for recruitment for

up to one year. 155/ The system of differentials and allowances for field service, particularly in the most difficult stations, does not adequately compensate UNHCR's personnel for the hardship experienced and for the additional financial burden they may have to face as a result of rotation. Additional stress is applied to the system with the multiplication of peace-keeping mission assignments of long duration for United Nations Secretariat staff benefiting from different entitlements. 156/

Recommendation 30, Emergency staffing arrangements: In emergency situations, when all the capacity for redeployment of administrative staff within UNHCR has been exausted, UNHCR should deploy staff on secondment from United Nations agencies, to assume administrative and managerial functions. Rosters of such agency staff should be developed by regions. Such secondment may require one week's training in refugee matters; this training should be made a prerequisite of placement on the roster.

(b) Recruitment

58. Over 65 per cent of government representatives and over 80 per cent of NGOs expressing an opinion on question 10 of the evaluation survey considered that UNHCR did not have a sufficient number of staff members to undertake the responsibilities expected of it. Many of those respondents who provided comments considered that UNHCR needs a medium-term recruitment strategy if it is to hire people with the knowledge and skills required by its new responsibilities. 157/ Because the size and the complexity of programmes have significantly increased recently, the presence in field operations of staff with strong managerial background has become a requirement in many regions, where large programmes are being implemented. 158/ The Office also needs to deploy a larger number of protection officers with a legal background to fulfil more effectively its core function of protection. 159/ (See also sect. E, Training, for recruitment and staff rotation.)

Recommendation 31, Recruitment: UNHCR should develop, preferably as part of a strategic planning document, a medium-term recruitment strategy which takes into account the scale and nature of its current and likely future responsibilities; this strategy should include systematic review of sources of suitable personnel and the building up of a roster of candidates available for recruitment. The Subcommittee on Administrative and Financial Matters should be informed of policy decisions concerning the recruitment strategy by the end of 1993.

I. Action by the Executive Committee of UNHCR

59. Under its terms of reference, the Executive Committee of UNHCR supervises the programmes of the High Commissioner's Office. It is desirable that the present report, together with the conclusions and recommendations of the CPC on it, be brought to its attention.

Recommendation 32: The present report, together with the conclusions and recommendations of CPC on it, should be submitted to the Executive Committee of UNHCR for review and action.

Notes

1/ Statement by the United Nations High Commissioner for Refugees at the 34th meeting of the Third Committee during the forty-seventh session of the General Assembly (see A/C.3/47/SR.34).

2/ General Assembly resolution 47/105, para. 1.

3/ UNHCR, Information Paper (Geneva, 1989), para. 15.

4/ Report of the UNHCR Working Group on International Protection (Geneva, 6 July 1992), para. 32.

5/ Report of the United Nations High Commissioner for Refugees, 1985 (A/40/12), para. 86; see also "Overview of UNHCR Activities", report for 1991-1992 (A/AC.96/798), para. 197; and draft report of the 25 June meeting of the Subcommittee of the Whole on International Protection (EC/1992/SCP/CRP.11), paras. 7 and 8.

6/ "Implementation of the 1951 Convention and the 1967 Protocol relating to the Status of Refugees", 1989 (EC/SCP/54), paras. 13-17.

7/ Final Act of the 1951 United Nations Conference of Plenipotentiaries on the Status of Refugees and Stateless Persons, sect. IV-E, in Collection of International Instruments Concerning Refugees, 1988 (HCR/IP/1/Eng.).

8/ Report of the UNHCR Working Group on International Protection, para. 35.

9/ Ibid.; see also Pontifical Council "Cor Unum", Refugees: A Challenge to Solidarity (Vatican City, 1992), para. 10; and EC/1992/SCP/CRP.11, para. 8.

10/ UNHCR/CDR, "Terms of Reference - Country Information Project" (5 November 1992, para. 4); see also H. Thoolen, UNHCR's Information Technology Used for Refugee Protection, Background paper, Conference on the Future of the International Refugee Documentation Network, Crete, 1992, p. 7.

11/ See note 1.

12/ Lawyers Committee for Human Rights, Uncertain Haven (New York, 1991), pp. 9, 67, 152; see also D. Gallagher, et al., Safe Haven (Refugee Policy Group, Washington, D.C., Geneva, 1987), pp. 50-51; B. Frelick, "Refugees in Mexico: New Law, Old Practices", World Refugee Survey, United States Committee for Refugees, 1992, p. 93.

13/ R. Cohen, Human Rights Protection for Internally Displaced Persons (Washington, D.C., Refugee Policy Group, 1991), p. 6.

14/ B. Frelick, "Call them what they are - refugees", World Refugee Survey, 1991, p. 13.

15/ L. Clark, "Internal Refugees - The Hidden Half", World Refugee Survey, 1988, p. 23.

16/ Ibid.; "Persons displaced within their own countries as a result of armed conflict or disturbances", ICRC, Geneva, March 1991, sect. III.3.

17/ Independent Commission on International Humanitarian Issues, Refugees: the Dynamics of Displacement (London, Zed Books, 1986), pp. 120-122.

18/ General Assembly resolution 47/105, para. 9.

19/ K. Rupesinghe, M. Kuroda, et al., Early Warning and Conflict Resolution (London, The Macmillan Press Ltd., 1992).

20/ Opening statement by the United Nations High Commissioner for Refugees at the forty-third session of the Executive Committee, 1992 (A/47/12/Add.1, annex, para. 52).

21/ UNHCR/DHA internal document (CEU No. 29).

22/ "Note on International Protection", 1992 (A/AC.96/799), para. 26.

23/ Statement by the United Nations High Commissioner for Refugees to the Commission on Human Rights, 1992 (E/CN.4/1992/SR.35).

24/ Ibid.

25/ R. Cohen, Introducing Refugee Issues into the United Nations Human Rights Agenda, Refugee Policy Group, Washington, D.C., Geneva, 1990, pp. 36-37.

26/ UNHCR internal document (CEU No. 28).

27/ CEU interviews with government representatives and with UNHCR staff (CEU Nos. 2, 34 and 35).

28/ Commission on Human Rights resolution 1992/73.

29/ General Assembly resolution 46/182, annex I, para. 9.

30/ J. Cuénod, "EC Assistance to Regions with Large Numbers of Refugees", Selected Papers (Geneva, 1989), pp. 175-177.

31/ Official Records of the General Assembly, Forty-seventh Session, Supplement No. 12 (A/47/12), para. 4.

32/ Refugee Policy Group, International Conference on Central American Refugees (CIREFCA), a case study prepared for UNDP, September 1992, paras. 35-36.

33/ Ibid., paras. 29 and 38-40; UNHCR internal document (CEU No. 9); UNDP submission to the Central Evaluation Unit, 4 August 1992.

34/ General Assembly resolution 47/105.

35/ "Overview of UNHCR Activities" (A/AC.96/798), para. 83; UNHCR, Information Paper (Geneva, 1989), annex IV.

36/ Statement of the Australian delegation to the Executive Committee, 7 October 1991.

37/ UNHCR Manual, 1991 revision, sect. IV-1.4.1/5; Internal Audit Division (IAD) reports (CEU Nos. 3, 10, 19, 22 and 25).

38/ Official Records of the General Assembly, Forty-sixth Session, Supplement No. 12 (A/46/12), para. 176.

39/ UNHCR internal document (CEU No. 18).

40/ "Overview of UNHCR Activities", report for 1990-1991 (A/AC.96/775), para. 202; ibid., report for 1991-1992 (A/AC.96/798), para. 176.

41/ Ibid., para. 190.

42/ International Organization for Migration (IOM) submission to the Central Evaluation Unit, 8 July 1992.

43/ CEU interviews with Internal Audit Division staff (CEU No. 74).

44/ An Introduction to Refugee Emergency Management, EMI Training Module, UNHCR, 1990, p. 51; H. Thoolen, UNHCR's Information Technology, sect. VIII-4; Universalia, "CIDA Evaluation of UNHCR", for the CIDA, Ottawa, 8 September 1992, para. 4.5.2; CEU interviews with government and NGO representatives, and UNHCR staff (CEU Nos. 4, 14 and 38).

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49/ Danish Refugee Council, "Short discussion paper on the role of NGOs ...", part II; CEU interviews with NGO representatives and UNHCR staff (CEU Nos. 14 and 57); opening statement of the High Commissioner, 1992, paras. 35 and 43.

50/ UNHCR Evaluation Activities, 1992 (A/AC.96/794), paras. 23-26; report of the Subcommittee on Administrative and Financial Matters, October 1992 meeting (A/AC.96/803), para. 48.

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52/ See, for example, S. F. Martin, Refugee Women (London, Zed Books, 1991), p. 5.

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55/ Ibid., 1992, para. 54; UNHCR/DHA internal document (CEU No. 29); Urgent Preliminary Appeal for Emergency Humanitarian Assistance to Tajikistan, January-May 1993, DHA, New York; CEU interviews with UNHCR staff and with IAD staff (CEU Nos. 43 and 72).

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57/ "Overview of UNHCR Activities", report for 1991-1992 (A/AC.96/798), para. 25; Note on International Protection, 1992, para. 28.

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59/ Note by the Secretary-General on the JIU report "The coordination of activities related to early warning" (A/45/649/Add.1), recommendation 1 (c).

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65/ Opening statement of the United Nations High Commissioner for Refugees, 1992, paras. 13-16.

66/ Note on UNHCR's Emergency Response Capacity (EC/1992/SC.2/CRP.15), paras. 11-13; UNHCR internal document (CEU No. 14); CEU interviews with UNHCR staff (CEU Nos. 43 and 51).

67/ Report on the meeting of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees held at Geneva on 6 February 1991 (A/AC.96/768), para. 11.

68/ Report on the meeting of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees held at Geneva on 17 December 1992 (A/AC.96/806), para. 8.

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77/ Note on UNHCR's Emergency Response Capacity, 1992, para. 26.

78/ UNHCR/NGO Partnership, 1992, part II-9 and 11.

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80/ Overview of UNHCR Activities, report for 1989-1990 (A/AC.96/753), para. 132; WFP submission to Central Evaluation Unit, 18 August 1992, sect. B-2; UNHCR internal document (CEU No. 1).

81/ UNHCR/UNDP internal document (CEU No. 27).

82/ Information Note on UNHCR's Activities for Refugee Law Promotion, Dissemination and Training, 1992 (EC/SCP/73), para. 6.

83/ UNHCR evaluation reports (CEU Nos. 3, 6, 10, 21 and 33); CEU interviews with UNHCR staff and with Internal Audit Division staff (CEU Nos. 53, 74 and 75); Human Resources Management, 1992 (EC/1992/SC.2/CRP.2), paras. 106-115.

84/ EC/1992/SC.2/CRP.2, paras. 120-122; Overview of UNHCR Activities, report for 1991-1992, paras. 165-167; CEU interviews with UNHCR staff (CEU Nos. 53 and 54).

85/ Internal Audit Division reports (CEU Nos. 14 and 25); CEU interviews with UNHCR staff (CEU Nos. 35, 38 and 48).

86/ Human Resources Management, 1992, paras. 40-45.

87/ Universalia, "CIDA evaluation of UNHCR", para. 4.4.3.

88/ UNHCR internal document (CEU No. 13).

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91/ Conclusions of the Executive Committee, thirty-seventh session (A/41/12/Add.1), para. 125 (h), and thirty-eighth session (A/42/12/Add.1), para. 204 (o); General Assembly resolutions 43/117, para. 18, and 44/137, para. 7.

92/ Medium-term plan for 1984-1989 (A/37/6), para. 8.21.

93/ Information note on UNHCR's Activities for Refugee Law Promotion, Dissemination and Training, 1992 (EC/SCP/73).

94/ UNHCR internal document (CEU No. 1); CEU post-course evaluation survey.

95/ CEU interviews with UNHCR staff (CEU Nos. 37 and 38).

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97/ Lawyers Committee for Human Rights, The UNHCR at 40: Refugee Protection at the Crossroads (New York, 1991), pp. 107-108; UNHCR internal document (CEU No. 12).

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105/ Report of the United Nations High Commissioner for Refugees, 1991 (A/46/12), para. 193.

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110/ UNDP/UNDRO Disaster Management Manual, revision May 1991, 4G-1; CEU interviews with press correspondents (CEU No. 23); UNHCR internal document (CEU No. 7).

111/ "A Communications Strategy for the UNHCR", pp. 18, 41 and 42; UNHCR internal document (CEU No. 20); CEU interviews with press correspondents and UNHCR staff (CEU Nos. 21, 22, 23, 25, 38 and 49).

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115/ CEU interviews with government representatives and with UNHCR staff (CEU Nos. 1, 2 and 55); UNHCR internal document (CEU No. 20).

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117/ UNHCR internal document (CEU No. 7); "A Communications Strategy for the UNHCR", p. 37; CEU interviews with UNHCR staff (CEU Nos. 38, 49, 61, 62 and 63).

118/ "A Communications Strategy for the UNHCR", pp. 24-26; UNHCR internal document (CEU No. 7); report of the 22 June 1992 meeting of the Subcommittee, paras. 31-37.

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ANNEX

RESULTS OF QUESTIONNAIRE SURVEY OF MEMBERS OF THE UNHCR EXECUTIVE COMMITTEE AND OF MAIN NGOS ACTIVE IN REFUGEE MATTERS

Responses as of 24 December 1992

	Members of the Executive Committee	Non-governmental organizations
Number of questionnaires sent	46	64
Number of responses	30	45
Response rate	65.2%	70.3%

	Number of respondents				
	Expressing an opinion			Others	
	Yes	No	Total	No opinion	No answer
1. Should UNHCR be more involved in providing assistance and protection to displaced people who do not fall within the refugee definition?					
(a) Government representatives	20	6	26	2	2
(b) Representatives of NGO	37	6	43	-	2
2. Should UNHCR be more involved in the prevention of refugee movements?					
(a) Government representatives	24	4	28	-	2
(b) Representatives of NGOs	39	5	44	1	-
3. Should UNHCR be involved in migration issues and activities?					
(a) Government representatives	11	18	29	1	-
(b) Representatives of NGOs	18	24	42	1	2
4. Is UNHCR the appropriate agency to deal with mass expulsions of non-nationals?					
(a) Government representatives	10	14	24	5	1
(b) Representatives of NGOs	29	12	41	3	1
5. Should UNHCR play a more active role in ensuring that political issues affecting exiled communities are taken up in appropriate international forums?					
(a) Government representatives	19	8	27	1	2
(b) Representatives of NGOs	33	10	43	2	-
6. Should there be greater linkages between UNHCR and the human rights organizations and activities of the United Nations system?					
(a) Government representatives	25	2	27	2	1
(b) Representatives of NGOs	42	1	43	2	-
7. Should UNHCR attempt to delegate additional operational responsibilities to other United Nations organizations in sectors such as education and health?					
(a) Government representatives	25	2	27	2	1
(b) Representatives of NGOs	29	12	41	4	-

	Number of respondents				
	Expressing an opinion			Others	
	Yes	No	Total	No opinion	No answer
8. Have UNHCR's new emergency preparedness measures adequately enhanced the organization's capacity to respond to humanitarian disasters?					
(a) Government representatives	13	7	20	9	1
(b) Representatives of NGOs	15	10	25	16	4
9. Is it possible to anticipate refugee emergencies through the development of early warning systems?					
(a) Government representatives	22	4	26	2	2
(b) Representatives of NGOs	35	6	41	2	2
10. Does UNHCR have sufficient staff members to undertake the responsibilities expected of it?					
(a) Government representatives	8	16	24	5	1
(b) Representatives of NGOs	7	32	39	5	1
11. Is there a need for UNHCR to collaborate more extensively with NGOs in developing and carrying out its training activities?					
(a) Government representatives	24	-	24	6	-
(b) Representatives of NGOs	44	-	44	1	-
12. Should NGOs assume a more operational role in the protection of refugees?					
(a) Government representatives	11	15	26	2	2
(b) Representatives of NGOs	31	12	43	1	1
13. Should UNHCR do more to expand the capacity and operational involvement of national NGOs in developing countries?					
(a) Government representatives	16	4	20	9	1
(b) Representatives of NGOs	35	3	38	7	-
14. Could refugees be more involved in the design and implementation of assistance programmes?					
(a) Government representatives	21	3	24	4	2
(b) Representatives of NGOs	41	2	43	2	-
15. Is there a potential for greater targeting of UNHCR's protection and assistance programmes towards refugee women?					
(a) Government representatives	23	3	26	4	-
(b) Representatives of NGOs	39	2	41	2	2
16. Could UNHCR make greater use of private sector enterprises in the implementation of assistance programmes?					
(a) Government representatives	17	3	20	7	3
(b) Representatives of NGOs	23	8	31	11	3
17. Has UNHCR been able to communicate a knowledge of the agency and an understanding of its work to the general public?					
(a) Government representatives	11	16	27	2	1
(b) Representatives of NGOs	24	18	42	2	1

	Number of respondents				
	Expressing an opinion			Others	
	Yes	No	Total	No opinion	No answer
18. Would UNHCR be better known if it were to be given a new name, such as the International Refugee Organization?					
(a) Government representatives	9	15	24	4	2
(b) Representatives of NGOs	10	26	36	8	1
19. Should UNHCR's public information activities be utilized for fund-raising purposes?					
(a) Government representatives	26	1	27	2	1
(b) Representatives of NGOs	19	18	37	4	4
20. Is there a potential for UNHCR to raise additional funds from non-governmental sources?					
(a) Government representatives	21	6	27	2	1
(b) Representatives of NGOs	18	18	36	6	3
21. Should the United Nations regular budget bear a greater burden of UNHCR's administrative costs?					
(a) Government representatives	21	2	23	5	2
(b) Representatives of NGOs	31	2	33	12	-
22. Should the Governments which approve UNHCR's expenditure targets have a corresponding obligation to provide that level of funding?					
(a) Government representatives	12	15	27	3	-
(b) Representatives of NGOs	37	3	40	5	-
23. Is there a potential for UNHCR to regionalize its structures and activities?					
(a) Government representatives	16	9	25	5	-
(b) Representatives of NGOs	23	11	34	10	1
24. Do regional approaches to durable solutions have the greatest potential for success?					
(a) Government representatives	20	4	24	4	2
(b) Representatives of NGOs	36	3	39	4	2
25. Is UNHCR fully exploiting the potential of local integration as a durable solution for refugee problems?					
(a) Government representatives	9	9	18	9	3
(b) Representatives of NGOs	5	23	28	15	2
26. Should UNHCR facilitate the return of refugees to areas affected by conflict?					
(a) Government representatives	13	9	22	3	5
(b) Representatives of NGOs	15	28	43	2	-
27. Has UNHCR given sufficient attention to the rehabilitation and reintegration of returnee populations?					
(a) Government representatives	14	11	25	3	2
(b) Representatives of NGOs	6	31	37	5	3

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Item 4 (d) of the provisional agenda

PROGRAMME QUESTIONS: EVALUATION

In-depth evaluation of the programme on the United Nations Relief and Works Agency for Palestine Refugees in the Near East

Progress report of the Secretary-General

SUMMARY

The Committee for Programme and Coordination (CPC), at its twenty-ninth session, recommended that a progress report on the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) be prepared for its consideration in 1993. Following established practice, this progress report contains preliminary findings as well as proposals on the scope and methodology of the evaluation and the issues to be addressed.

The report recommends that the final in-depth evaluation focus on the following topics: UNRWA management and finances, analysis of performance in delivering essential services to refugees, coordination with other United Nations bodies and with non-governmental organizations (NGOs), and the overall adequacy of the work programme and mandate.

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INTRODUCTION

1. The Committee for Programme and Coordination (CPC), at its twenty-ninth session, recommended that an in-depth evaluation of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) programme on international protection of and assistance to refugees be prepared for its consideration in 1993. 1/ The General Assembly, in its resolution 44/194 of 21 December 1989 (sect. IV, para. 1), approved the recommendation of CPC.

2. At its thirtieth session, the Committee had before it a note by the Secretary-General (E/AC.51/1990/7), in which it was stated that chapter 8 of the medium-term plan for the period 1984-1989 consisted of the activities of both the Office of the United Nations High Commissioner for Refugees (UNHCR) and UNRWA. CPC took note of this report and decided that a progress report on the evaluation of UNRWA would be submitted to it in 1993, at which time a decision on the final report on UNRWA would be taken. 2/ The present report is submitted in conformity with that decision.

I. METHODOLOGY

3. The process of in-depth evaluation starts with the preparation of a progress report to CPC containing proposals of the Secretary-General on the scope of the evaluation, the issues to be addressed and the methodology of the evaluation. At its twenty-seventh session, CPC recommended that "progress reports on in-depth evaluation studies, in addition to eliciting guidance from the Committee on the objectives, scope, focus and methodology, should also provide such preliminary findings as can be derived from information already available". 3/

4. The main purpose of the present study is, in accordance with the Committee's guidelines, to review existing information, provide preliminary findings, and propose a plan for the in-depth evaluation of UNRWA, to be before the Committee in 1995.

5. In line with the methodologies established by the Committee over the last few years, this report has been written in consultation with UNRWA.

6. A review of the resolutions and decisions of the General Assembly and other intergovernmental bodies dealing with the Palestinian question has been conducted, as well as a review of substantive documentation, including that issued by UNRWA. 4/

7. The extent to which outputs and activities have been affected by changes in the political and economic environment has been noted.

8. The work of other United Nations offices dealing with Palestinian issues has also been examined with a view to improving coordination.

II. BACKGROUND OF THE PROGRAMME

A. Legal background

9. The mandate of the international relief for Palestine refugees, laid down by the United Nations General Assembly late in 1948 with the hope of a speedy termination, has been repeatedly renewed up to the present time, when 2.7 million refugees are registered with UNRWA at the end of 1992. The Agency relies for its income and resources on voluntary contributions from Governments, various United Nations bodies and other international and national organizations as well as the United Nations regular budget. 5/

10. The relief requirements of the Palestine refugees were brought to the attention of the General Assembly by the United Nations Mediator on Palestine during 1948 and a temporary relief project under the control of a United Nations Director of Disaster Relief was able to provide valuable humanitarian services. 6/ The General Assembly then authorized an advance of $5 million towards the creation of a voluntary fund to be used to provide immediate relief to 500,000 refugees over a nine-month period up to 31 August 1949. The position of the Director of United Nations Relief for Palestine Refugees (UNRPR), with responsibility for administering the fund, was created by General Assembly resolution 212 (III) of 19 November 1948. Contributions were requested from all States, the United Nations specialized agencies, the Red Cross and non-governmental organizations (NGOs). However, it was soon recognized that continuing relief actions were necessary to prevent starvation and to further conditions of peace and stability in the region.

11. UNRWA was created by General Assembly resolution 302 (IV) of 8 December 1949, to replace UNRPR, to carry out a direct relief and works programme and to prepare for the time when international assistance would no longer be available. The Director of UNRWA, responsible to the General Assembly, was appointed by the Secretary-General in consultation with the Advisory Commission of State Representatives established by the Assembly. As of 23 March 1962, the title of Director was changed to Commissioner-General. Since 1978, following evacuation from Beirut because of the security problems there, the headquarters have been divided between Vienna and Amman.

12. UNRWA's legal capacities derive from the United Nations Charter, as a subsidiary organ under Article 22; from the 1946 Convention on the Privileges and Immunities of the United Nations; and from particular agreements concluded between the Agency and the Governments concerned. 7/

13. Palestine refugees within the concern of UNRWA for operational purposes were defined as persons whose normal residence was Palestine for a minimum of two years preceding the Arab-Israeli war of 1948 and who, as a result of that conflict, lost both their homes and means of livelihood. To be eligible for assistance from the Agency, refugees, and their descendants born after 14 May 1948, were to be registered with UNRWA, be living in the area of its operations and be in need. Following the 1967 Arab-Israeli war, assistance was provided to non-eligible persons displaced as a result of the conflict, in accordance with a decision of the Commissioner-General which was subsequently approved by the General Assembly. 8/ In the recent conflicts it has again been considered to be unjustifiable to confine UNRWA's relief services to registered

refugees only. Humanitarian assistance is therefore provided on an emergency basis to other Palestinians in need in the area.

14. Refugees registered with UNRWA and receiving its assistance are excluded from the competence of UNHCR (see para. 7 (c) of the Statute).

15. The Agency had been in existence for 42 and a half years and is carrying out the fifteenth extension of its mandate. When it commenced operations in May 1950, the Agency was required to provide services to approximately three quarters of a million Palestinians who had become refugees as a result of the 1948 Israeli-Arab conflict. By December 1992, the number of refugees with UNRWA had grown to 2.7 million to whom the Agency provided education, health, relief and social services and general assistance through a network of 641 schools, 118 health centres and points and other installations in Jordan, Lebanon, the Syrian Arab Republic and in the occupied West Bank and Gaza Strip. The environment in which the Agency delivers these services has been particularly difficult in three of the five fields, with the uprising or intifadah continuing in the West Bank and Gaza Strip, and Lebanon emerging slowly from a long civil war. 9/

16. In accordance with General Assembly resolution 47/69 A of 14 December 1992, the present mandate of the Agency extends until 30 June 1996. The work of the Agency is supervised by an Advisory Commission consisting of representatives of 10 Member States. The Commissioner-General reports annually to the General Assembly. 10/

B. Objectives and resources

17. The Agency's objectives are to continue to provide refugees with humanitarian assistance and in particular the following services: (a) education to meet the basic educational needs of Palestine refugees and to enhance their educational opportunities; (b) health services to meet the refugees' basic health needs and improve their overall state of health; (c) relief and social services to assist refugees in maintaining a reasonable standard of existence and in improving their capacity to become more self-reliant. 11/

18. By its resolution 3331 B (XXIX) of 17 December 1974, the General Assembly decided that "the expenses for salaries of international staff in the service of the United Nations Relief and Works Agency for Palestine Refugees in the Near East which would otherwise be a charge on voluntary contributions should with effect from 1 January 1975 be financed by the regular budget of the United Nations for the duration of the Agency's mandate". For the biennium 1992-1993, the initial appropriation for UNRWA was $18.7 million; 12/ expenditures from voluntary contributions for the same period are expected to be approximately $650 million.

19. The planning assumptions for the 1992-1993 budget were: (a) to allow an increase in activities on education, health and relief and social services to meet additional requirements due to the growth in population; (b) to increase staffing in the health and relief and social services programmes aimed at slightly improving the level of services provided by these programmes to the refugee population; and (c) to allow a limited increase in staffing levels in operational and common services to cope with the increasing demands for

programme support. Table I gives a more detailed breakdown of expenditure from voluntary contributions in 1991 and the UNRWA budget for 1992-1993.

20. Staff costs make up a large part of the Agency's operational budget. In accordance with General Assembly resolution 302 (IV) of 8 December 1949, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Health Organization (WHO) have entered into agreements with UNRWA and assume responsibility for the technical aspects of the Agency's activities in education and health. UNESCO provides 12 staff members on a non-reimbursable loan to UNRWA: the Director of the Agency's education programme and 11 specialists. Table II shows the staff of the Agency carrying out the regular programme. (Additional staff, both area and international, are employed under Extraordinary Measures in Lebanon and the Occupied Territory (EMLOT), EPA and the Gaza Hospital Project.) It indicates the source of funding (United Nations-funded, UNRWA-funded and loaned staff) and shows the total number of staff employed. Efforts to further enhance efficiency and effectiveness of staff are continuing through the Agency-wide training programmes and the introduction of improved equipment and facilities. 13/

Table I. Expenditure in 1991 and budget for 1992-1993

United States dollars (millions)

	Actual expenditure	General Assembly budget	
	1991	1992	1993
Regular programme			
Education	126.2	136.3	147.2
Health	45.8	50.2	52.6
Relief & social services	26.3	30.5	32.0
Operational services	24.3	19.7	23.4
Common services a/	31.4	38.1	42.0
Excess valuation(s)	1.9		
Measures outside the regular programme			
Extraordinary Measures in Lebanon & the Occupied Territory	42.0	19.8	19.8
Expanded Programme of Assistance b/	43.0	31.2	0.0
Gaza Hospital c/	2.5	1.9	0.0
Extraordinary costs associated with the Gulf crisis d/	4.8	0.0	0.0
GRAND TOTAL	340.1	327.7	317.0

Source: A/47/13, Report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, 1 July 1991-30 June 1992, annex I, table 14.

Note that the EPA and Gaza Hospital budget figures for 1992 mentioned in this report are now updated to amounts as at the end of 1992.

a/ The common services part of the budget was extensively dealt with in the biennial budget for 1992-1993 submitted to and approved by the General Assembly in 1991 (A/46/13).

b/ The Expanded Programme of Assistance (EPA) is composed of one-time projects for which any free balances are reallotted each year. There is, therefore, not yet a budget for EPA for 1993.

c/ The Gaza Hospital is only at the beginning of its implementation. There is, therefore, not yet a budget established for 1993.

d/ This fund was closed by the end of 1991.

Table II. UNRWA staff, 1991-1993

	Established posts United Nations		Established posts UNRWA's budget		Post provided by UNESCO and WHO		Grand total	
	1991	1992-1993	1991	1992-1993	1991	1992-1993	1991	1992-1993
Professional and above	82	82	23	30	21	20	124	135
General services	10	10	-	1	-	-	10	11
Other services								
Area staff	-	-	18 687	19 732	-	-	18 687	19 732
Grand total	92	92	18 708	19 763	21	20	18 821	19 878

N.B. The above posts are for the regular programme only.

IV. OBSERVATIONS ON AND CHARACTERISTICS OF UNRWA

A. Assistance to Palestine refugees

21. The implementation of the UNRWA programme involves the provision of services to eligible Palestine refugees living in Jordan, Lebanon, the Syrian Arab Republic and in the occupied West Bank and Gaza Strip. The ability of the Agency to provide this assistance is entirely dependent on sufficient voluntarily contributed funds being made available to it annually. The three main areas of services are: educational services, health services and relief and social services. 14/

1. Education

22. The objective of the Agency's education programme is to provide, within the framework of the host countries' prescribed school curricula, general education at the elementary and preparatory levels, teacher and higher education, and vocational and technical education for Palestine refugees, in accordance with their educational needs, identity and cultural heritage. Subsequent to Israel's occupation of the West Bank and Gaza Strip in June 1967, UNRWA continued to follow the curriculum of the Jordanian Government in the West Bank and that of the Egyptian Government in the Gaza Strip. The programme operates with technical assistance from the UNESCO. In the 1991/92 school year, the Agency had more than 374,000 pupils enroled in 636 schools (8,000 more than in the previous year) staffed by almost 11,000 teachers, and provided training for more than 5,200 vocational and teacher trainees in its eight training centres. Schools and training centres in the occupied territory are presently open but, throughout the period of the intifadah which began in December 1987, education was severely disrupted by curfews and closure orders imposed by the Israeli authorities, strikes and disturbances. After many years of disruption, most schools in Lebanon are operating relatively normally. 15/

23. Vocational training, encompassing two-year post-preparatory trade courses and post-secondary technical and teacher training courses, increased to 5,202 training places in 1992 from 5,146 in 1991. University scholarships increased to 661 from 641. The programmes followed the curricula of the host Governments, and operated with the technical cooperation of the UNESCO, which supplied 12 senior staff on secondment to UNRWA. 16/

24. In common with schools, further and higher education in the occupied territory has been disrupted during the period of the intifadah. In 1991, UNRWA's three training centres in the West Bank completing the 1990/91 academic year, were interrupted as a result of military closures and the general curfew imposed during the Gulf war. During 1991/92, an average of 21 per cent of academic time was lost owing to general strikes, curfews and severe weather conditions. 17/

25. Out of concern for educational pursuit and the demands of the students who were not allowed to leave Gaza, the Agency requested and obtained temporary permits from the Israeli authorities for students from Gaza to continue attending UNRWA training centres in the West Bank. However, of a total of 200 students from the Gaza Strip attending Ramallah and Kalandia Training Centres, 17 students did not receive permits to study in the West Bank. The overall

problem of obtaining permits for Gaza students remains unresolved, despite repeated discussions with the authorities. The Gaza Training Centre during 1991/92 lost 18 per cent of days owing to strikes, 1 per cent because of curfew, 1 per cent owing to military closure orders, and 4 per cent owing to closure by the UNRWA administration for security considerations. 18/

26. The Agency provided school students in the West Bank and the Gaza Strip with distance education and self-learning materials. However preliminary analysis of achievement tests that UNRWA administered in 1991 to all grade levels in these areas discloses a detrimental effect on the educational performance of students, especially those in the lower elementary grades. 19/

2. Health

27. The UNRWA health programme comprises medical care and health protection and promotion delivered through 118 health centres and points, environmental health services in camps and distribution of food supplements to vulnerable groups. The programme operates with technical assistance from WHO. The Agency's health protection and promotion activities focus particularly upon disease control, maternal and child health care, school health and communicable health education. Mental health projects have been started in the West Bank and Gaza. Medical care includes, inter alia, dental treatment. A physiotherapy programme is being run in conjunction with UNICEF in six clinics in Gaza and six in the West Bank. The Agency has recently given increased priority to emergency and casualty care while at the same time maintaining its regular health activities in all areas. 20/

28. The UNRWA health programme is focusing on the implementation of a number of new strategies in 1992, including control of non-communicable diseases such as diabetes mellitus, cardio-vascular diseases, iron-deficiency anaemia and hereditary anaemias, family planning in the context of maternal health, reduction of doctor/patient ratios in health centres to a manageable level and the creation of consultative mechanisms to enable Palestinians to express their priorities in health care. The Agency's highest priority in respect of external funding will, however, be given to environmental health and, in particular, to planning and first-stage implementation of master plans for sewage disposal and safe water supply in the occupied territory and Lebanon. The Agency is also continuing with its project for constructing, equipping and commissioning a 232-bed hospital in Gaza at a cost of $35 million, $20 million of which represents capital costs and $15 million operating costs for the first three years. 21/

29. A joint UNRWA/WHO mental health programme started in mid-1991 in the West Bank was subsequently transferred to UNRWA. WHO provided over US$ 100,000 and the expertise to spearhead the mental health programme. Objectives included reduction of the prevalence of mental health problems among children. Arrangements have been made with WHO to organize a 12-month training course in community mental health in the United Kingdom for five UNRWA medical officers starting in October 1992. 22/ In the Gaza Strip UNRWA has a cooperative agreement with a local NGO, the Gaza Community Mental Health Programme, to ensure that refugees have access to mental health services.

30. The demand on UNRWA medical care services, be it general clinic services, hospital services or other support services continues to increase at a rate greater than the additional resources allotted to the programme owing to the increased cost of medical care, worsening socio-economic conditions and the influx of returnees from Kuwait and other Gulf countries. 23/

3. Relief and social services

31. The relief and social services programme supports those Palestine refugees who suffer the greatest socio-economic disadvantage, and facilitates their self-reliance. The programme consists of material aid to special hardship cases, social case work, skill training and self-support projects for poverty alleviation, women's programmes, rehabilitation of the disabled, community development, and relief aid in emergency situations.

32. The objective of the relief and social services programmes is to provide direct relief to those Palestine refugees who are unable to meet their own basic needs for food and shelter, and to promote self-reliance among those and other groups of disadvantaged refugees with special needs through developmental social welfare programmes. The demand for those services increased significantly, partly in response to deteriorating socio-economic conditions in the area of operations and partly as a consequence of the growing awareness among refugees that the services could indeed facilitate improvement in their lives. The number of refugees who qualified and were registered for direct relief ("special hardship" assistance) rose from 162,000 in mid-1992 to 179,000 at the end of 1992, an increase of 10.7 per cent. Many others were on the waiting list. 24/

33. Emphasis is being placed on setting up small group enterprises to provide employment, especially for women from special hardship and other poor families and for disabled persons. In 1992, the Palestinian Women's Initiative Fund was launched for such ventures as a women's community bank, training in "Running your own Enterprise", a women's business centre and cooperative production units. Complementary to the special hardship programme, funds and training are invested in a scheme of grants or mini-loans for the poorest families. In the occupied territory, projects are being developed aiming at the vocational rehabilitation of the disabled, in particular former bread-winners injured during the intifadah. 25/

34. Community volunteers and local non-governmental organizations participated with UNRWA social workers in workshops run by the International Labour Organization (ILO) at UNRWA's request in the autumn of 1991, in vocational rehabilitation, selective placement techniques and community-based income-generation. The community-based rehabilitation programme for disabled persons is rapidly expanding, and a review of its development to date was the basis of a joint UNRWA/non-governmental organization workshop in May 1992, when future strategies were discussed with community representatives. In July 1992, UNRWA adopted a statement of policy and strategies to guide its future work with disabled refugees in all areas of its programme. 26/

4. Operational difficulties

35. The Agency has repeatedly emphasized the difficulties which it faces in operating in the occupied territory, especially in connection with the safety of the staff, both area and international. 27/

36. In providing essential services to the local population in the occupied territory, the Agency had to do so in an atmosphere which remained characterized by ongoing violence. 28/

B. Special programmes of assistance

1. Expanded Programme of Assistance (EPA)

37. In 1988, UNRWA launched an expanded programme of assistance consisting of approximately 200 projects to improve living conditions and infrastructure in the camps in the occupied territory. Around $45 million had been received or pledged by mid-1992 against a target figure of $65 million. A high priority in the Expanded Programme of Assistance is to ensure that refugees living in the 27 camps of the West Bank and Gaza Strip have decent shelter and a sanitary environment. Accordingly, substantial efforts are being made in repairing and constructing refugee shelters, incorporating upgraded standards of rehabilitation.

38. The Agency will also continue to improve camp infrastructure and primary health care facilities, including construction and equipment of additional health centres, internal sewage systems and integration of camp water and sewage schemes into municipal and regional systems.

39. The negative effects of the Persian Gulf war of January and February 1991 continued to be felt throughout the region. Socio-economic difficulties were caused by a number of factors, including the loss of remittances, especially to the occupied territory and Jordan, which had previously been sent by the large number of Palestinians working in Kuwait and other Gulf States. 29/

40. In light of this UNRWA decided to include activities such as income generation under the expanded programme of assistance and extend EPA to cover not only the occupied territory but also other fields which suffered from the negative consequences of the Gulf war. Major projects currently under way include: shelter rehabilitation schemes and construction of sewage networks in refugee camps in the West Bank and Gaza. 30/

41. As part of its efforts to relieve unemployment in mid-1991, UNRWA began implementation of a new income-generating and job-creation scheme. At the core of the new scheme are revolving loan funds which have been set up in the West Bank, Gaza Strip, Jordan and Lebanon. Priority is being given to new or expanded enterprises that meet economic feasibility and employment creation criteria. Individuals as well as cooperatives, partnerships and other types of groups are eligible to apply for loans. In Gaza, loans totalling more than $1.7 million have been granted; in the West Bank $575,000; in Jordan $125,000; and in Lebanon, $74,000. 31/

2. Extraordinary measures in Lebanon and the occupied territory (EMLOT)

42. The EMLOT fund was created in 1990 through the amalgamation of the Lebanon emergency fund, established in 1982, and a similar fund for the occupied territory which was established shortly after the beginning of the intifadah. Examples of activities funded by EMLOT include a significant expansion of the Agency's emergency health services, considerable additional food distributions, some cash assistance to the most needy refugees and the operation of a programme of general assistance, including refugee affairs officers, increased subsidization of the cost of hospitalization and some limited legal assistance. 32/

43. In the four years ending 31 December 1991, expenditure on extraordinary measures for the occupied territory and Lebanon totalled more than $125 million.

44. The Working Group on the financing of the United Nations Relief and Works Agency for Palestine Refugees in the Near East in its 1992 report to the General Assembly stated that the fund for EMLOT showed a positive balance at the end of 1991 of $5.6 million. However, even with additional income of $4.3 million received or pledged for EMLOT in 1992, this was insufficient to cover UNRWA's anticipated cash expenditure of $13 million for EMLOT programmes in 1992. Indeed, the funding for EMLOT is expected to be about $3 million below budgeted levels by the end of 1992, and the difficulty of obtaining adequate funding on an ongoing basis for the EMLOT programme is a matter of serious and continuing concern, particularly in the light of prevailing uncertainties regarding future developments in the area. The Working Group is particularly concerned that the EMLOT programme faces a serious cash shortfall and that the urgent needs pinpointed in the Commissioner-General's special appeals have not been fully addressed. 33/

3. The Gaza Hospital

45. In 1992, agreement was reached with the Commission of the European Community to finance the construction phase of a 232-bed general hospital, which the Agency plans to build in the Israeli-occupied Gaza Strip. With a pledge of ECU 13 million equivalent to some $16.4 million from the European Community and another $2.5 million already received for this project by the end of 1992, the Gaza General Hospital project was able to enter the tendering phase. However, full funding still has not been secured for the construction, equipping and furnishing of the hospital, nor for its running costs for the first three years. Of the total estimated project cost of $35 million to build and equip the hospital and run it for three years, there remains an unfunded balance of $16.1 million. 34/ (See also para. 28 above.)

C. Financial situation of UNRWA

46. Except for an amount received from the United Nations to cover the cost of part of the UNRWA international staff, representing about 3 per cent of the Agency's total budget, all UNRWA programmes and activities were funded by voluntary contributions. 35/

47. UNRWA receives voluntary contributions and incurs expenditure under the following main headings: Regular programme; EMLOT; EPA; Gaza General Hospital project.

48. UNRWA's Regular programme is budgeted and accounted under the following sections:

(a) General fund and "funded ongoing" activities cover all recurrent costs for the implementation of the Agency's regular main programmes. Funded ongoing activities are those funded by donors who took the responsibility of funding a number of defined Agency activities such as vocational training centres;

(b) Capital and special projects which represent investments required to improve the Agency's facilities and funds for projects that are not part of core activities of the Agency and would be discontinued when special contributions for such projects ceased. 36/

49. In order to study all aspects of the financing of UNRWA, a Working Group was established by General Assembly resolution 2656 (XXV) of 7 December 1970, and reports annually to the General Assembly. In the report for 1992, they recommend, inter alia, that: Governments that have not yet contributed to UNRWA should start to do so; Governments that have so far made only relatively small contributions should increase their contributions; Governments that in the past have made generous contributions to UNRWA should continue to do so and should strive to increase them; Governments should consider making special additional contributions for construction projects and in support of the emergency-related programmes in Lebanon and in the occupied territories of the West Bank and the Gaza Strip that would not affect their contributions to the regular fund. 37/

50. During the preparation of the first biennial budget covering the years 1992-1993 the Advisory Committee on Administrative and Budgetary Questions (ACABQ) became involved for the first time in UNRWA's budgetary process by examining and making available to the Agency's Advisory Commission its views on the administrative and support cost aspects of the budget. 38/

51. With a view to saving resources of the Agency, the ACABQ noted that the Board of Auditors had made a number of observations concerning the liability for losses and damages to UNRWA property. It noted that uniform standards and criteria for determining staff members' responsibility and liability are lacking. The Advisory Committee noted the Board's finding that the audit of UNRWA headquarters has been deficient; in paragraph 108 the Board stated that "in order to provide an overall appraisal of the Agency's activities with regard to economy, efficiency and effectiveness, the Internal Audit Office should also cover the offices and departments at headquarters ...". UNRWA has agreed to implement this recommendation. 39/

52. The continued employment of auditors in line functions was also discussed and the ACABQ agreed with the Board of Auditors that this practice weakens the audit function and creates the risk of a conflict of interest. Despite the Agency's insistence that "its auditors were not used in line functions, except under very special circumstances" and that "a total restriction was not considered realistic as it would limit the Agency in the optimal use of its

limited staff resources", ACABQ agreed with the Board of Auditors. 40/ For a list of internal audit reports since 1980, see annex I.

53. With regard to medium- and long-term financial prospects, events in Africa, Asia, Eastern Europe, the Middle East and elsewhere in the world resulting in United Nations involvement in costly humanitarian missions, seem likely to generate increasing claims on limited donor funds in 1993 and beyond. Moreover, UNRWA's regular programme was not completely funded for 1992, and the Agency still required substantial amounts of money to fund its programme of extraordinary measures in Lebanon and the occupied territory, its expanded programme of assistance, and for the equipment and operating costs of the much-needed general hospital in the Gaza Strip. 41/

54. UNRWA's efforts received significant financial support mainly from only one section of the international community. In 1990, only 24 countries contributed more than $100,000; broadening the Agency's donor base remains a major priority. 42/

D. Cooperation

1. Cooperation with other United Nations offices

55. Cooperation with United Nations agencies such as UNESCO, UNICEF, WHO and ILO has been referred to in paragraphs 22, 23, 27, 29 and 34 above.

56. As part of its response to the economic and social needs of the Palestinian people, UNRWA publishes an Inter-agency Bulletin on United Nations activities in the occupied territory, which is produced at regular intervals. Two informal inter-agency meetings on this subject have taken place as of the end of 1992. 43/ The WHO health coordinator in the occupied Arab territories maintains a close working relationship with UNRWA in both the West Bank and Gaza Strip. The health coordinator provided significant information and feedback which are contained in the Inter-agency Bulletin published by UNRWA on United Nations activities in the occupied Arab territories.

57. The General Assembly by its resolution 46/201 of 20 December 1991 on assistance to the Palestinian people requested the Secretary-General to report to the Assembly at its forty-seventh session, through the Economic and Social Council, on the progress made in the implementation of the resolution.

58. In the report responding to this request, the following replies (paras. 60-72) were received from United Nations offices. 44/

59. The Centre for Social Development and Humanitarian Affairs stated that it will have the Division for the Advancement of Women prepare a report for the Commission on the Status of Women reviewing developments in the situation of Palestinian women and children in the occupied Palestinian territory and in the refugee camps. 45/

60. The United Nations Children's Fund in close collaboration with UNRWA has supported programmes for Palestinian children and women since 1980. After resolution 1991/15 adopted by the UNICEF Executive Board the total sum of funds

has been increased to $3,234,400 in 1992 of which $1,734,400 is dependent on supplementary funding. 46/

61. The United Nations Conference on Trade and Development (UNCTAD) stated that it has recently completed its seventh annual report for consideration by the Trade and Development Board entitled "Recent economic developments in the occupied Palestinian territory" (TD/B/1305) which discusses the policy environment affecting the Palestinian economy since 1990 and analyses the performance of the Palestinian economy during the period 1988-1991. Work of the UNCTAD secretariat was intensified on the preparation of the intersectoral project on prospects for sustained economic and social development in the occupied Palestinian territory (West Bank and Gaza Strip). This included initiating, reviewing and revising 25 studies that are being prepared on various economic and social sectors of the occupied Palestinian territory, with work so far concentrating on the first part of each of these studies, covering the current situation and immediate needs on each of 25 areas under investigation. This part of the studies is now completed.

62. In order to guide work on the second part of each of the 25 individual studies, dealing with future development prospects of the Palestinian economy, a technical study has been prepared by the UNCTAD secretariat. The study provides an in-depth technical/quantitative framework for future prospects, to guide experts in the preparation of the second and third parts of the individual studies. It concentrates on alternative strategies and policy options to be consolidated and integrated under the respective parts of the intersectoral project. This should include the frame of a programme of action aimed at supporting the efforts of the Palestinian people in setting their economy on the path of sustained growth and development.

63. As part of the requirements for the parametric exercise in connection with the above-mentioned quantitative framework, work on the development of the UNCTAD secretariat's database on the Palestinian economy was further intensified. Statistical series, covering national income, population, labour and employment, balance of payments and external trade, were compiled, standardized and classified along the lines of the economic time series in use at the UNCTAD secretariat and stored in the computer facilities of the secretariat for future reference. 47/

64. Other publications by UNCTAD dealing with the Palestinian economy are:

(a) Select bibliography on the economy of the occupied Palestinian territory (West Bank and Gaza Strip);

(b) Selected national accounts series of the occupied Palestinian territory (West Bank and Gaza Strip), 1968-1987 (UNCTAD/RDP/SEU/6) and the tourism sectors and related services on the Palestinian territory under Israeli occupation (UNCTAD/RDP/SEU/7). 48/

65. The UNCTAD secretariat in cooperation with the UNCTAD/GATT International Trade Centre (ITC) is finalizing the project document for the establishment of a marketing centre in the occupied territory for Palestinian agricultural goods and is consulting with ITC, the United Nations Industrial Development Organization (UNIDO) and the United Nations Development Programme (UNDP) for

fielding a mission of experts to prepare a feasibility study for the establishment of a marketing centre for Palestinian industrial goods. 49/

66. As regards income-generation projects UNDP has installed irrigation centres to develop agriculture, honey processing plants, packing and grading facilities for fruits and vegetables and almost completed a marketing centre and industrial zone. Its Business Development Centre is continuing its training activities in the fields of management, feasibility studies and marketing. UNDP has also projects in the social sector, both in education (building schools and constructing laboratories) and in the health field (constructing a new wing for the Hebron Hospital). Infrastructure projects by UNDP include water supply schemes, energy project and sewage collections. Since 1979, the UNDP Governing Council has had annually an item on its agenda dealing with the subject of "Assistance to the Palestinian People". 50/

67. The United Nations Environment Programme (UNEP) has at the sixteenth session in May 1991 of its Governing Council considered a report on the environmental situation in the occupied Palestinian and other Arab territories (UNEP/GC.16/5). 51/

68. UNEP has started consultations with the PLO through their representatives at Nairobi regarding the implementation of the provisions of the Governing Council decisions. The Executive Director of UNEP will report on this matter to the Governing Council, as requested, at its seventeenth session, in 1993. 52/

69. Under its fellowship programme, the United Nations Fund for Population Activities (UNFPA) allocated $230,780 (1986-1990) to support six fellowships for post-graduate studies in demography and related topics, which were partly financed by UNDP. 53/ UNFPA was also requested by UNRWA to assist the Palestinian non-governmental organizations involved in providing expanded maternal health services. 54/

70. The World Food Programme (WFP) has provided $871,900 in food and cash during the period September 1991 to end of March 1992. The WFP food assistance was meant to alleviate the hardship situation of the disadvantaged population. WFP food was distributed to 2,000 needy families through philanthropic organizations, 1,000 in-patients in government and private hospitals and to some 1,100 disabled persons and orphans through charitable institutions. Although the assistance was terminated at the end of the project, WFP is pursuing with the relevant authorities the idea of continuation of WFP assistance to the most needy Palestinian people in Gaza and West Bank.

71. The Food and Agricultural Organization of the United Nations (FAO) has organized a symposium on the Palestinian agricultural sector from 9 to 11 October 1991 which was attended, inter alia, by UNRWA. 55/

72. In the occupied Arab territories the ILO has projects concerning vocational training, trade union training and rehabilitation of handicapped persons. The Director-General of the ILO submits annual reports on the situation of Arab workers in the occupied territories to the International Labour Conference.

73. UNESCO has provided in 1991 financial assistance of $50,000 to Palestinian educational institutions affected by the Gulf crisis. 56/

74. UNIDO created a focal point to monitor the development of the Palestinian industrial sector and to develop and coordinate the activities related to technical assistance to the Palestinian people. 57/

2. Other United Nations activities dealing with Palestinian questions

75. United Nations intergovernmental bodies dealing with Palestinian questions include the Special Committee to Investigate Israeli Practices affecting the Human Rights of the Palestinian People and other Arabs of the Occupied Territory, the Division for Palestinian Rights is the Secretariat unit dealing with the political questions relating to Palestinian rights. The Commission on Human Rights, under an agenda item entitled "Question of the violation of human rights in the occupied Arab territories, including Palestine", examines yearly the report of the Special Committee. 58/

76. Within the Secretariat, and at the request of the General Assembly, the Department of Public Information (DPI) carries out a special information programme on the question of Palestine. Included in this programme are publications, fact-finding missions for journalists to the Middle East, and publicity campaigns through DPI's network of information centres and information services. In all these activities, cooperation between the DPI and UNRWA is extensive:

(a) UNRWA's publications and particularly the annual reports of its Commissioner-General to the General Assembly provide valuable material for DPI's publications and publicity campaigns on the question of Palestine;

(b) Briefings on the work of UNRWA are organized annually by the Department for the journalists who participate in the fact-finding news mission to the Middle East;

(c) In connection with the same fact-finding missions for journalists, visits to refugee camps and briefings on the camps are arranged by UNRWA for the journalists.

3. Cooperation with non-governmental organizations

77. An internal study was commissioned by UNRWA in 1986 on the prospects for expanded cooperation between UNRWA and NGOs. However, there appears to have been no follow-up on the implementation of recommendations contained in that report. It concluded that, although there is presently a large degree of cooperation between UNRWA and NGOs, this cooperation should be enhanced to be more effective. By 1992, cooperation between UNRWA and local NGOs had greatly increased in many areas, including health, education, and income-generation.

78. Among the relevant international NGOs is the International Coordinating Committee for NGOs on the Question of Palestine (ICCP), a coordinating body for NGOs worldwide which dispenses information to and facilitates cooperation between its members. At present ICCP is assisting the United Nations Division for Palestinian Rights in organizing the annual United Nations International NGOs Meeting on the Question of Palestine.

V. PRELIMINARY FINDINGS AND RECOMMENDATIONS ON THE METHODOLOGY FOR THE IN-DEPTH EVALUATION

79. In this progress report an overall view of the major activities of UNRWA has been undertaken, as well as the nature and emphasis of its tasks and priorities. In light of this information, some issues are highlighted and proposals made below concerning the scope and methodology to be followed by the in-depth evaluation.

A. UNRWA management and finance

1. Management structure

80. Issue: The progressive development of the roles and responsibilities of UNRWA Headquarters in relation to field offices, with particular attention to options for expansion of services, and standards of control over staff and material resources.

81. Methodology: Review of administrative instructions, organizational charts, audit reports, and other internal documentation. On the basis of this review, structured interviews will be conducted at UNRWA headquarters and in the field with managers and auditors.

2. Training of UNRWA personnel

82. Issue: The effectiveness of UNRWA's training of personnel for the delivery of assistance programmes.

83. Methodology: Desk review of existing training programmes; review of UNRWA's policy concerning training of its personnel; questionnaires to a representative sample of UNRWA staff who have participated in recent training courses, and to recipients of scholarships offered by agencies, Governments and NGOs to Palestinian refugees who are employed by UNRWA as vocational training staff.

3. Finances

84. Issues: The adequacy of current levels of contributions and the donor base. The refinancing of EPA, EMLOT and the Gaza Hospital. The effectiveness of UNRWA's public relations activities will be examined in this context.

85. Methodology: A statistical review of the increase in demand for UNRWA services in relation to funding. Review of relevant audit reports. Review of UNRWA's financial, fund-raising and public relations practices in comparison with similar humanitarian mandates and requirements. On the basis of these reviews, questionnaires will be formulated and sent to all State members of the Advisory Commission and to donor Government and contributing organizations.

B. Assistance to Palestine refugees: performance of UNRWA in delivering essential services

1. Education

86. Issues: The usefulness and adequacy of: (a) the educational programme offered to refugee children and the literacy programme offered to adult refugees, (b) cooperation and coordination with UNESCO and other international organizations as well as with NGOs, (c) vocational training and higher education scholarships. The problems of dropouts, repetition and the performance of school systems would also be addressed.

87. Methodology: Desk review of relevant internal and external reports by UNRWA and UNESCO, recent audit reports, and reports of NGOs. Structured interviews with UNRWA and UNESCO, field staff, programme managers at Headquarters in charge of educational matters. Questionnaires will be sent to a sample of recipients of scholarships.

2. Health

88. Issues: The effectiveness of UNRWA medical and community health care programmes including the functioning of health centres, medical assistance and hospitalization and the environmental health care programme.

89. Methodology: Desk review of relevant internal and external reports by UNRWA/WHO and other international organizations, recent audit reports, and reports of NGOs. Structured interviews with UNRWA and WHO staff providing health care in the camps, UNDP personnel involved in sanitation programmes, programme managers at Headquarters, government officials in areas where the camps are located, and staff of NGOs providing health care in the area camps.

3. Relief and social services

90. Issues: The efficiency and effectiveness of UNRWA relief and social services including services to special groups such as women (including literacy programmes), youth and the disabled. The effectiveness of special services such as emergency food distribution and registration cards.

91. Methodology: Review of internal and external reports by UNRWA, ILO, UNICEF and other agencies. Structured interviews with programme managers at Headquarters and in the camps, government officials, in areas where the camps are located, and staff of NGOs providing services.

C. Cooperation with United Nations bodies and with NGOs

92. Issue: Adequacy of general policies and practices concerning cooperation and coordination between the various organizations and departments of the United Nations system and UNRWA, with particular attention to the effectiveness of joint projects and of inter-agency procedures.

93. Methodology: Review of existing policies, agreements and procedures. Review of the inter-agency bulletins and other publications by United Nations

bodies which deal with the question of Palestinian refugees. Questionnaires to agencies and NGOs providing services to Palestinian refugees. Follow-up interviews with selected respondents.

D. Adequacy of the work programme

94. Issue: The coverage of the original mandate and the structural adjustment in the range of services provided by UNRWA to refugees, particularly in response to deteriorating economic, security and political conditions in some of its areas of operation.

95. Methodology: Review of international legislation on the Palestinian question that has a direct impact on UNRWA's work. Analyses of the mandate and of international legislation supplemented by structured interviews with members of the Advisory Commission and senior staff in UNRWA.

Notes

1/ Official Records of the General Assembly, Forty-fourth Session, Supplement No. 16 (A/44/16), para. 318.

2/ Ibid., Forty-fifth Session, Supplement No. 16 (A/45/16), Part one, para. 363.

3/ Ibid., para. 236.

4/ For an overview of the resolutions, see A/C.183/L.2/Add.12, September 1992.

5/ For a review, see Peter Macaluster Smith, "International Humanitarian Assistance for Refugees: Law and Practice", The Indian Journal of International Law, July-December 1985, vol. 25. Nos. 3 and 4.

6/ See A/648, 16 December 1948; A/689/Corr.1/Add.1, 18 October 1948; and A/1451 (1949).

7/ See United Nations Treaty Series, vol. 120 (1952), p. 277; vol. 121 (1952), p. 107; vol. 620 (1969), p. 183.

8/ General Assembly resolution 2252 (ES-V) of 4 July 1967.

9/ Official Records of the General Assembly, Forty-sixth Session, Supplement No. 13 (A/46/13), para. 1.

10/ Ibid., Supplement No. 6 (A/46/6/Rev.1), vol. II, para. 29B.1.

11/ Ibid., Forty-fifth Session, Supplement No. 6 (A/45/6/Rev.1), vol. II, para. 36.56.

12/ A/46/6/Rev.1/Add.1, Programme budget for the biennium 1992-1993, sect. 29, UNRWA, p. 68.

13/ A/46/13/Add.1, para. 18.

14/ Ibid., para. 10. See also paras. 17-20 above on the medium-term plan.

15/ A/47/212, para. 64.

16/ A/47/13, para. 24.

17/ A/47/493, paras. 4-7.

18/ A/47/493. See also A/47/509, paras. 572-584.

19/ A/47/493, para. 10.

20/ A/47/13, paras. 30 and 31.

21/ A/47/212, para. 66.

22/ A/47/13, para. 33.

23/ Ibid., para. 30.

24/ Ibid., para. 34.

25/ A/47/212, paras. 67 and 68.

26/ A/47/13, para. 90.

27/ Ibid., paras. 103-117; A/47/509, para. 510.

28/ A/47/13, para. 109.

29/ Ibid., para. 15.

30/ A/47/212, para. 72.

31/ Ibid., para. 73.

32/ A/47/13, para. 124.

33/ A/47/576, paras. 11 and 15.

34/ Ibid., para. 12.

35/ A/47/13, para. 129.

36/ Ibid., paras. 118-123.

37/ A/47/576, paras. 1, 16-18.

38/ A/47/500, para. 161.

39/ Ibid., para. 163.

40/ Ibid., para. 164.

41/ A/47/13, para. 21.

42/ A/46/13, para. 18.

43/ Ibid., para. 16.

44/ A/47/212.

45/ Ibid., para. 5.

46/ Ibid., paras. 12-31.

47/ Ibid., paras. 33-36.

48/ Ibid., para. 37.

49/ Ibid., para. 38.

50/ Ibid., para. 51.

51/ Ibid., para. 55.

52/ Ibid., para. 58.

53/ Ibid., para. 59.

54/ Ibid., para. 61.

55/ Ibid., paras. 78-81.

56/ Ibid., para. 93.

57/ Ibid., paras. 94-97.

58/ For the latest discussion, see E/CN.4/1992/22, chap. IV.

ANNEX

LIST OF OPERATIONAL AUDIT REPORTS PUBLISHED SINCE 1980 BY THE UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN THE NEAR EAST

Serial No.	Subject	Date Published	Field	Date audit closed
1	Vocational Training Centre		Damascus	27-May-80
2	Sanitation Supplies Factory		Gaza	23-Dec-80
3	Fire Insurance		Agency-wide	23-Dec-80
4	Maintenance in Gaza		Gaza	27-Dec-80
5	Dry Milk Distribution		Agency-wide	
6	Embroidery Centre		Gaza	24-Jan-81
7	Shelters Account 417		Syria and Jordan	30-Apr-81
8	Cairo Liaison Office		HQ	27-May-81
9	Breadbaking		Gaza	29-May-81
10	Repair and Replacement of Sch. Furniture		Agency-wide	18-Jun-81
11	Basic Ration Distribution		Jordan	10-Jun-81
12	Environment, Sanitation-Activity 413		Jordan	24-Jul-81
13	Administrative Service		HQ	24-Jul-81
14	Special Hardship Assistance		Agency-wide	14-Aug-81
15	Houses of Camp Services Officers		West Bank	18-Aug-81
16	Port Operations		West Bank/Gaza	8-Sep-81
17	Passenger Transport		Gaza	8-Sep-81
18	Follow-up on WB Pharmacy		West Bank	7-Sep-81

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Serial No.	Subject	Date Published	Field	Date audit closed
19	Amman HQ Office		HQ	10-Sep-81
20	Amman Training Centre		Jordan	13-Oct-81
21	Basic Ration Distribution		West Bank	1-Mar-82
22	Passenger Transport		West Bank	16-Mar-82
23	Budget Preparation and Use		Jordan	22-Jun-82
24	Procurement		HQ	28-Jun-82
25	Dry Milk Distribution		Agency-wide	1-Jul-82
26	Personnel/Payroll System		HQ	9-Jan-84
27	Passenger Transport		Syria	5-Mar-84
28	User/Driver Assignment		Jordan	6-Mar-84
29	User/Driver Assignment		West Bank	7-Mar-84
30	User/Driver Assignment		Gaza	8-Mar-84
31	Hospital Subsidies		Lebanon	20-Feb-85
32	Pymts 82/83 for Ref. Shelter Repairs in S/Lebanon		Lebanon	11-Jun-85
33	HQ Amman Office		HQ	5-Feb-86
34	Gaza Production Units		Gaza	20-Feb-86
35	Procurement		Agency-wide	20-Mar-86
36	Supplementary Feeding Programme		Agency-wide	3-Jul-86
37	Special Hardship Assistance		Agency-wide	24-Nov-86
38	Contracting Procedures		Agency-wide	29-Jan-87
39	Equipment and Non-consumable Supplies		Agency-wide	23-Apr-87
40	Payment Procedures		Agency-wide	2-Jun-87

Serial No.	Subject	Date Published	Field	Date audit closed
41	Wadi Seer Training Centre	22-Jul-87	Jordan	28-Oct-87
42	Gaza Training Centre	14-Sep-87	Gaza	24-Nov-87
43	Training Centres	16-Jul-87	West Bank	1-Jun-88
44	Vocational Training Centre	3-Sep-87	Syria	30-May-88
45	Construction and Maintenance	8-Feb-88	Gaza	13-Oct-88
46	Construction and Maintenance	8-Feb-88	Jordan	3-Oct-88
47	Field Ph. and Med. Supplies	8-Feb-88	Jordan	3-Jun-88
48	Field Ph. and Med. Supplies	19-Jan-88	Syria	2-Jun-88
49	Field Ph. and Med. Supplies	25-Jan-88	Gaza	31-May-88
50	Field Ph. and Med. Supplies	26-Feb-88	West Bank	6-Jun-88
51	Area Staff Payrolls HQ (V)	28-Jul-88	HQ (V)	7-Sep-88
52	International Staff Costs	12-Sep-88	HQ (V)	9-Nov-88
53	Supplies & Warehousing, SAR	19-Aug-88	Syria	1-Dec-88
54	Area Staff Payrolls, WB	8-Nov-88	West Bank	20-Dec-88
55	Area Staff Payrolls, Jordan	10-Dec-88	Jordan	25-Jan-89
56	Area Staff Payrolls, Gaza	19-Dec-88	Gaza	16-Feb-89
57	Supplies & Warehousing, Jordan	17-Nov-88	Jordan	16-Feb-89
58	Construction & Maintenance, SAR	14-Nov-88	Syria	17-Apr-89
59	Construction & Maintenance, WB	30-Dec-88	West Bank	18-Apr-89
60	Area Staff Payrolls, SAR	7-Jul-89	Syria	30-Aug-89
61	Supply, Distrib. & Acct. (Gaza)	4-Jul-89	Gaza	27-Nov-89
62	Supply, Distrib. & Acct. (WB)	13-Jul-89	West Bank	19-Dec-89

Serial No.	Subject	Date Published	Field	Date audit closed
63	EDP Aud. on Ar., Gen., & Prof. St. Payroll	13-Oct-89	Agency-wide	4-Jan-90
64	PF Report - 1987	12-Sep-88	HQ	19-Mar-90
65	PF Report - 1988	21 Feb-90	HQ	1-Aug-90
66	Budget Prep. & Use	1-Dec-89	HQ, J, L, S	1-Aug-90
67	Procurement of Medicine	29-Nov-89	WB	29-Jan-90
68	Contracting Procedures - SAR	5-Jun-90	Syria	3-Sep-90
69	Investig. of Expend. Auto Sp. Parts	27-Mar-90	Gaza	3-Sep-90
70	Recruit. & Selec. Proced. Ar. Staff - WB	22-Jun-90	West Bank	25-Sep-90
71	Supply & Warehousing - Lebanon	12-Jul-90	Lebanon	3-Oct-90
72	Recruit. & Selec. Proced. Ar. Staff - HQ	6-Jun-90	HQ	30-Oct-90
73	Recruit. & Selec. Proced. Ar. Staff - HQ	13-Sep-90	SAR	15-Nov-90
74	Supply Assessment	4-Dec-90	HQ	15-Mar-91
75	Procurement of BC	14-Dec-90	HQ	15-Mar-91
76	Textbook & Scholastic Supplies	18-Sep-91	Lebanon	22-Mar-91
77	EMLOT Lebanon	22-Nov-90	Lebanon	8-Apr-91
78	Recruit. & Selec. Proced. Ar. Staff - Jordan	28-Feb-91	Jordan	12-Apr-91
79	Recruit. & Selec. Proced. Ar. Staff - Jordan	7-Jan-91	Gaza	15-Apr-91
80	Provident Fund - 1988	21-Feb-90	HQ	10-May-91
81	Provident Fund Audit - 1989	11-May-91	HQ	10-May-91
82	EMLOT West Bank	4-Apr-91	West Bank	18-Jun-91
83	Quality Control	4-Dec-90	HQ	17-Jul-91
84	Recruit. & Selec. Proced. Ar. Staff - Lebanon	17-Apr-91	Lebanon	5-Aug-91

Serial No.	Subject	Date Published	Field	Date audit closed
85	Passenger Vehicle Usage - Gaza	7-Aug-90	Gaza	15-Aug-91
86	Scholastic Supplies, WB, J, S, G	22-Feb-90	WB, J, S, G	21-Aug-91
87	Passenger Vehicle Usage, West Bank	15-Mar-91	West Bank	31-Oct-91
88	EMLOT Gaza	28-Aug-91	Gaza	4-Nov-91
89	Provident Fund - 1990	13-Sep-91	HQ	12-Nov-91
90	VTC Damascus	15-Nov-91	Damascus	24-Mar-91
91	Self-Support Project Programmes (G & WB)	30-Jan-92	Gaza & WB	28-Apr-92
92	Equip. & Non-Consum. Suppl. & Stock of BC	27-Jan-92	Jordan	
93	Passenger Vehicle Usage - Lebanon	31-Jan-92	Lebanon	
94	Provident Fund Liabilities and Loans	27-Mar-92	HQ	
95	Income Generation (Gaza)	24-Jun-92	Gaza	
96	Siblin Training Centre - Lebanon	25-Jun-92	Lebanon	